# ONTARIO
# A LEADER IN LEARNING

## Report & Recommendations
February 2005

The Honourable
**Bob Rae**
*Advisor to the Premier and the Minister of Training, Colleges and Universities*

# Contact Information

The report and recommendations of Bob Rae, Advisor to the Premier and Minister of Training, Colleges and Universities, titled *Ontario: A Leader in Learning* is available as follows:

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**Bob Rae**
*Advisor to the Premier and the Minister of Training, Colleges and Universities*

Postsecondary*Review*
**Higher Expectations for Higher Education**

Ontario

February 2005

Dear Premier McGuinty and Minister Chambers:

I submit to you my report on higher education in Ontario. I make these recommendations after months of gathering evidence and discussions with a very broad range of stakeholders. We've been able to have a serious dialogue about what is both practical and possible.

It has been a pleasure and a privilege to work on this subject. Ontario is at the cusp of real reform. The higher education system is ready for change and it's going to get better with your attention. Your government knows this, which is why I took on this task in the first place. You understand the importance of higher education to students, to the economy, to Ontario society – and to the nation at large. You also understand that it's important to make change happen now – which is why we agreed to do this over a compressed period of time so that decisions could happen as early as Budget 2005. You are right – it's critical to make a difference now. Education is what drives us forward, inspires innovation and creates an engaged democratic society.

I would like to extend my personal thanks to both of you for giving me the chance to advise you on this critical issue and for sharing your personal insights and goals. I would also like to thank all those in government and the Legislature who have been exceptionally committed to helping this process and have offered up both their own opinions and the expertise and time of their staff.

I cannot thank you enough for the extraordinary team at the Secretariat, without whom this Review could not have occurred. Under the leadership of Leah Myers, we have been able to accomplish a great deal in a short period of time. It's been a pleasure to work again with public servants whose quality and commitment are remarkable.

I must also thank you for appointing an exceptional and distinguished team of advisors to assist me in this process. Leslie Church, Ian Davidson, the Honourable Bill Davis, Don Drummond, Inez Elliston, Richard Johnston and Huguette Labelle provided considered and welcome counsel. They were fully and completely involved, from initial briefings to roundtables and town halls, to the drafts of this report. Their input was invaluable.

What follows are changes that will make our postsecondary system vital and sustainable for generations to come. All of the reforms I suggest here are connected to one another. We won't get where we need to go by piecemeal tinkering. By virtue of your decision to explore this subject, you signal the pre-eminence of higher education in Ontario. Now it is time to take action.

Yours truly,

Bob Rae

Bob Rae

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Une publication équivalente est disponible en français sous le titre suivant :
*L'Ontario : Chef de file en éducation.*

# Introduction

The government has identified "Strong People, Strong Economy" as one of the three key priority areas in which it is committed to achieving significant results for Ontario. An excellent postsecondary education system, which provides opportunity for the people of Ontario and has a secure future, is essential for a competitive and prosperous society. In recognition of this, the government announced a review of the design and funding of postsecondary education in the Ontario Budget 2004.

## Mandate of the Postsecondary Review

Premier McGuinty appointed the Honourable Bob Rae as Advisor to the Premier and the Minister of Training, Colleges and Universities. With the support of a seven-member Advisory Panel, Mr. Rae was asked to advise on strategies to improve higher education by providing recommendations on:

- the design of a publicly funded postsecondary system offering services in both official languages that promotes:
  - recognized excellence in curricular activities to build the skilled workforce and promising scholars of the future;
  - an integrated and articulated system that meets the diverse learning needs of Ontarians through the most cost-effective design;
- funding model(s) that:
  - link provincial funding to government objectives for postsecondary education, including the objectives of better workers for better jobs in an innovative economy and an accessible, affordable and quality system;
  - establish an appropriate sharing of the costs of postsecondary education among the government, students and the private sector;
  - identify an effective student assistance program that promotes increased access to postsecondary education.

Secondary recommendations were also requested on:

- the role of international students in enhancing higher education in Ontario;
- the role of marketing higher education in Ontario internationally.

## Approach of the Postsecondary Review

The overall objective of the Review was to provide evidence-based recommendations that are realistic, will make a real difference in both the short and the long term and can begin to be implemented with the Ontario Budget 2005. Bob Rae, supported by an Advisory Panel and a small Secretariat, engaged in an intensive period of research, analysis and public consultation between July and December 2004. More information on how the Postsecondary Review was undertaken is provided in the What We Did chapter.

At every step in the Review, five key themes were explored to assess our current system, examine other jurisdictions and explore challenges:

- ACCESSIBILITY – Around the world, more and more young people are realizing the benefits of pursuing postsecondary education. However, many of them face barriers to accessing and completing higher education as well as regional and local challenges. *How can we increase participation and success in higher education?*
- QUALITY – Defining, measuring and improving quality is a critical task for all higher education institutions and a legitimate concern of the students and governments who fund them. *How should we improve the quality of higher education?*
- SYSTEM DESIGN – If increased access and improved quality are key goals for Ontario, then ensuring the province has the right postsecondary system design and structure is a critical part of the solution. Improved collaboration among institutions must ensure students can move easily along career and learning pathways. *How can we make sure that our institutions constitute a coherent, co-ordinated system to meet Ontario's goals for higher education?*
- FUNDING – It costs money to provide a great education and it costs money to be educated. We need to ensure that higher education is affordable for both Ontario and the students, and that institutions can thrive. *How do we pay for higher education to ensure opportunity and excellence?*
- ACCOUNTABILITY – The growing awareness of the fundamental role that postsecondary institutions play in the economic, social and cultural development of Ontario, combined with the increased costs of higher education, has resulted in an increased profile of accountability and governance in the postsecondary sector. *Do we have the right structures in place to know our system is achieving the results we want?*

# How to Read This Report

The report is divided into four chapters: Leadership in Learning; Framework for Reform; Implementing Change; and What We Did.

1. The **Leadership in Learning** chapter provides Bob Rae's perspective on the challenges facing higher education and the key changes needed to achieve excellence, opportunity and sustainability.
2. The **Framework for Reform** chapter sets out three overarching goals for reform, the strategies for achieving the goals, and the actions that should be undertaken by the government and other partners in implementing change.
3. The **Implementing Change** chapter contains additional details about the specific actions Bob Rae is recommending to achieve the goals and implement the strategies, including the evidence for why change is needed and details on how and when it should take place.
4. The **What We Did** chapter provides information on how the Postsecondary Review was undertaken, including a description of the public consultation phase and the "knowledge base" developed over the course of the Review.

Note: Various jurisdictions use various terms to describe educational efforts made after high school. For the purposes of this report, we use the terms "higher education" and "postsecondary education" interchangeably to describe apprenticeship, college, and university programs and institutions.

# Leadership in Learning

– Bob Rae

Education matters. It matters for each of us as individuals. It matters for our society and our economy. Yet higher education has not been the public priority it should be. The picture that the public has of our colleges and universities is a relatively benign one. The result has been benign neglect.

Higher education must be a high priority.

Higher education *must* be a high priority. This simple statement underlies all that follows. Our solid foundation must not be allowed to erode. Much needs to be done to improve what we have. The goals for reform are straightforward: great education, improved opportunities for more people to attend, and a secure future for higher education. The specifics of reform are more complex, but the changes I am proposing are practical and can be put into action.

Ontario now has an opportunity to lead. Around the world, the transformation of the modern economy is turning higher education into a critical issue. Where higher education was once the prerogative of an elite, it is now the clear need of the majority of the population.

As we turn our attention to reform, let's first remember who we are and where we've come from.

Ontario is a remarkably diverse place. The education system of the first inhabitants of this land was oral and practical: parents teaching children by example, elders passing on stories and spiritual traditions by song and legend. Each wave of immigration in the modern era has brought with it different experiences, different technologies, different values and traditions. We are the products of this experience. We also make of our inheritance something new in each generation.

Education: the first public good

A publicly funded, fee-supported secular university was one of the first outcomes of the remarkable Baldwin-LaFontaine administration of 1848, the first government to be responsible to the Legislature. LaFontaine said that education was "the first public good that a government can give to a people." Ontario's universities have grown dramatically in number since that time. There are now eighteen.

In the 1960s there was a substantial debate about opportunities for students who weren't headed for university. The government and Legislature of the day decided to create colleges of applied arts and technology. They would be community-based, governed by a single statute, and their mandate to work closely with local employers to devise courses that would train their students for employment. Their presidents would have significant executive powers, and full-time staff would have the right to bargain collectively with a central body that would represent the college system. Ontario now has 24 colleges.

The system has grown since the 1960s

Both systems have grown since the 1960s. There are now around 280,000 full-time undergraduates in Ontario's universities, 69,000 part-time students and 33,000 graduate and research students. There are around 162,000 full-time students at colleges and around 175,000 part-time students.

The student body has changed, too. In 1965 over 70% of university students were male; now 56% are women and the entire college and university student community is becoming as diverse as the rest of Canada. However, a number of different groups continue to face serious barriers to access: francophones, Aboriginal peoples, persons with disabilities and some racial minorities. Before Ontario created the college system, some 8% of young people went on to university. Now about 40% go to college or university. For parents in the lowest income quartile, the likelihood of their offspring attending university is 17%, but for parents in the highest income quartile, the likelihood rises to 40%. Parental income does not make as much of a difference in the likelihood of young people attending college, with the participation rates from each income quartile being relatively equal.

Learning is a value in itself

What hasn't changed, however, is that learning is important. People have a right to develop to their full potential. Learning is a value in itself. The capacity to be curious and reflective is what allows us to grow as individuals. To be moved by an eloquent passage or poem, to be relentlessly inventive in solving the riddles of natural science, to be learned and practised in a body of knowledge or a skill, to understand the time and discipline it takes to do something well: these are indispensable cultural values that need to be championed.

Education is at the heart of our economy

To this we must add the practical fact that education, research and innovation lie at the heart of our economy. This is not new. Every society has relied for its survival on the transfer of skills and abilities from generation to generation. What is new is the level and breadth of knowledge and skill required to make our way in the world. The wealth of Ontario now depends much more on the power of our brains. Today our standard of living, and consequently our quality of life, depend on people having access to education that is on a par with the best in the world.

Ontario can be a leader

More jobs now require some level of postsecondary training – including more in the skilled trades. Perhaps the most important signal for reform is this: half of young Ontarians are not going on to any higher education program. Fully a quarter of the students in any given Grade 9 class are not finishing high school. We need to set very specific goals for the levels of participation we expect in our system. Not everyone will have a postsecondary education, but most people should. When half of our children are missing the experience, we are losing potential.

The good news is that if we take clear steps to improve the situation we shall all benefit. The provincial government needs to take the lead, but it is only reasonable that others be expected to do more as well.

Industrial societies all over the world are considering how to improve higher education. China and India are investing unprecedented amounts in their postsecondary institutions and research. The United Kingdom has just completed a major public policy debate on the issue and has recently announced three-year commitments for funding to universities and research councils. Germany is planning new research and English-language universities. The world is not standing still. Neither should Ontario.

A commitment to change by the province, the Canadian government, students, faculty, the private sector and the wider public would send a clear signal that Ontario is a place that values higher education, research and innovation and wants to be a leader in North America and the world. It will be our competitive advantage. We shall be able to attract students and scholars from around the world.

Take higher education seriously

Reform and investment will send a signal to Ontarians that higher education deserves to be taken seriously by everyone. Students and parents are right to be concerned about the *cost* of university and college. But that concern must never overshadow a shared understanding of the *value* of higher education. Going to college or university is important enough that governments should invest more, but it is also important enough that we need to encourage students and parents to save and invest in it themselves. We also must convince the private sector that continued investment in research and innovation and philanthropy for student support are crucial to the future social and economic health of the province.

Some will argue that quality and high standards are incompatible with the desire to make education more accessible. Others may contend that the central goal of social inclusiveness should trump "elitist" concerns about excellence, that Ontario can afford a pretty good system, but not one that achieves greatness.

Create a sustainable framework

Each of these views is wrong. We need governments and institutions that are irrevocably committed to access for every Ontarian who is qualified to attend. Because the new economy demands it, the number of people attending will need to rise substantially in the years ahead. We also need governments and institutions that are unwaveringly committed to excellence in teaching and research. Opportunity and excellence are both diminished when governments and students spend less than they should, or when institutions are reluctant to focus and insist on better outcomes. Ontario has the chance now to muster the political will to create a sustainable framework for a system that allows each student, and each university and college, to be at their best. Our higher education institutions should both inspire and produce leading research. Our best will allow us to compete with the best in the world. We should not settle for anything less.

I have spent the last several months meeting with students, faculty, staff, business leaders, education specialists and community leaders. I have received hundreds of submissions. I have been impressed by the enthusiasm with which people engaged with the Review. They are taking it seriously. They have done considerable work crafting their opinions and recommendations. The civility of the exchange and people's willingness to listen during the town halls and roundtables were inspiring. By and large, people were willing to look beyond their own situations and consider ideas that would help improve the system. They were also consistent in encouraging me to propose significant changes to governments. They urged me to be bold.

In preparing this report I have been assisted by an outstanding and committed Secretariat. My views have been influenced by an Advisory Panel whose membership has been consistently thoughtful and engaged. We have all been involved in a unique process of consultation, advice, feedback and more advice. What has evolved from this dialogue is not simply a personal view: it is reflective of an effort to reach not so much a consensus as a common understanding of the issues and potential solutions.

Everyone must do more

This report was commissioned by the Ontario government, but my advice is not confined to it alone. I also address students, teachers, faculty, staff, the federal government and, more importantly, the people of the province. I make the recommendations that follow because of the priority I am convinced we must attach to higher education. Everyone is being asked to do more and to do better. If a relaxed public opinion convinces governments, students and administrators to do less, we shall literally be the poorer for it. We risk romancing mediocrity. From that embrace only decline will follow.

This chapter deals with the major challenges and opportunities that face Ontario and some of the significant changes that I am recommending. Detailed recommendations and implementation plans follow. I offer advice based on evidence and experience. I also want to be practical, to indicate what can be done right away and what will take longer. I also know that once this report enters the public realm, it is no longer "mine". Other views and values may prevail. The so-called "Rae Review" has not ended anything. I hope it is the start of a public commitment to make higher education great.

# A Mission for Ontario

Finding a sense of purpose

We have a large, mature system without a sufficiently clear sense of purpose and without enough money to do the job. Efforts are diffused and the use of funds is less efficient and transparent than it needs to be. The result is limited accountability and outcomes that are too often less than stellar. The first step towards solving this challenge is to establish a mission for Ontario as a leader in learning. This mission will help us achieve our goals for reform: great education, improved opportunities for more people to attend and a secure future for higher education.

Once a mission is adopted for the province to become a leader in learning, it is important to be clear about the implications of this decision. It will cost money – and everyone will have to contribute. It will require greater accountability: there must be clear signs that the new money is being put to good use, that it is in fact making a direct contribution to improvements in access and quality.

The Bégin-Caplan Royal Commission on Education entitled its 1995 report "For the Love of Learning". Its policy recommendations have profoundly affected decisions of all three parties for the past decade, from early childhood education to the need for a better assessment of outcomes. We need to apply a similar spirit to higher education. I am not asking the government to adopt some new theory. I am asking that its vision of the centrality of education extend to our colleges, universities and skills training.

Financial support has been insufficient

There is no avoiding the fact that higher education has not been a recent focus of public policy. Financial support provided both to the institutions and to students over the last several years simply hasn't been enough. When the foundations of Ontario's postsecondary system were put in place forty years ago, education was the single biggest item in the provincial budget. Today that is no longer true: the costs of health care have soared, and health care's share of the provincial treasury has increased dramatically. Since 198[illegible] there has been an 18% decline in real per capita provincial operating spending on postsecondary education (at the same time that health expenditure per capita has risen more than 30% in real terms). Ontario's postsecondary system is decidedly under-resourced compared to its U.S. and Canadian peers.

The relative importance of different sources of funding has also changed. Provincial operating transfers account for a smaller share of institutional revenue, while federal and provincial research dollars, private donations, tax credits and tuition make up a larger share. Overall revenue to the institutions may have grown, but it has not kept up with enrolment, higher costs and new technologies. Contact hours between students and faculty have been reduced, because we have far more students and not enough new teachers. Uncertainty about funding means we risk losing the best and brightest faculty and students to other jurisdictions. Necessary maintenance of educational facilities has been deferred. The viability of some colleges, in particular, is in doubt. Underfunded institutions put the quality of student experience at risk. Underfunding also affects the ability of some institutions to provide enough spaces for a wider group of applicants.

Generational change

On the teaching front, there is a generational transformation that's about to take place. College and university faculties are composed of significant numbers of people who are on the verge of retiring. It is estimated that by the end of the decade there will be a need for 7,000 new college faculty and 11,000 new university faculty. We've assumed for far too long that the numbers would take care of themselves. It's very clear that we're at the point of a major demographic shift. And with a shortage of graduate students (compared to our peer U.S. states) we won't have enough qualified people. We need to invest in graduate education immediately. We should also look at taking advantage of the talents and experience of recent retirees to help bridge the gap. We have a window of time at the moment in which to address this problem – we must take action.

New investments

This generational change is happening all around us and points to the need for new investments in both skills training and graduate education. We must do a better job of training young people in the broad range of skills and talents that are required for the economy of the future. Ontario needs to expand significantly the number of skilled workers and apprentices it trains, as well as increase opportunities for Masters and PhDs. At the same time, universities can strive to do a better job of ensuring that graduate degrees are completed in a timely fashion. Graduate students and their teachers need to take this job seriously. The mandate of both colleges and universities can be renewed to respond to these two challenges.

Grow research and innovation

Ontario also needs to be clearer on its support for research and innovation. Since the time of the Massey Commission in the 1950s, the federal government's support for research in universities has been recognized. It grew substantially in the years after 1998. The provincial record has recently been stronger, but it is notable that Ontario, unlike both Quebec and Alberta, does not have a council whose specific mandate is to increase support and allocate resources for research in science, technology, medicine, the social sciences, the humanities and the applied arts. It would be wise to have such a council here in Ontario, and to have it report directly to the Premier, in order to emphasize its centrality in the life of the province.

There has been considerable discussion, both at the federal and provincial levels, about the need to encourage the commercialization of research. This is important, but it must be borne in mind that basic research remains fundamental to the mission of higher education. If the universities don't pursue it, it is hard to know who will. Nobel Prize winner John Polanyi has often pointed out that it is the breakthroughs in basic science that eventually find their way to commercial use. These breakthroughs may not be immediately apparent but their long-term impacts are profound.

Challenge of globalization

Ontario must face up to the many and different challenges of globalization. The first is the significant internationalization of our student population. For several generations, Ontario has been the destination of choice for thousands of new Canadians every year. Training and education pose unique challenges for this diverse population. The second is the priority to do a better job of marketing the opportunities provided in our colleges and universities to students from other countries. The institutions themselves could and should work together far more effectively and creatively in presenting the whole sector to the world. The federal government should change the rules so that international students in Ontario can obtain off-campus work permits – as they do in other jurisdictions. Third, we need to increase the opportunities for Ontario students to study abroad. Most universities have programs for students to study at foreign institutions, but they are too frequently limited and too expensive for students and their families. There are very few such opportunities for college students, although some colleges have been extraordinarily inventive in collaborating with their counterparts overseas, setting up joint campuses.

Participation targets

We also need to increase opportunities for Ontarians. Participation in learning beyond the school-leaving age should be a significant public policy objective for Ontario. The province needs to set specific enrolment, retention and timely completion targets for colleges, including apprenticeship programs, and for universities. Outreach programs for low-income groups, persons with disabilities, Aboriginal peoples, some racial minorities and francophones could be better encouraged and supported. Adult learning should be promoted actively.

Ontario must be sensitive to its constitutional obligations to its own people. The French-speaking population of the province has access to two French-language colleges, and to programs in the French language at the University of Ottawa, Laurentian University, and Glendon College at York University. I received very strong representations that the province needs to recognize, as it does for primary and secondary education, that providing these services is more expensive than for the non-French-speaking population. The funding formula for both colleges and universities needs to reflect the additional challenges of providing French-language higher education in a province that has a substantial English-speaking majority.

Aboriginal education

The participation of Aboriginal and First Nations students has improved, but it is still well below the provincial average. I am particularly convinced of the importance of increasing the number of Aboriginal teachers and medical professionals, as well as other skilled tradespersons. We can learn from those provinces that developed these strategies earlier and have achieved some success. Strong efforts are being made in a number of existing colleges and universities – particularly in Northern Ontario, where the demographics of the student population are changing – to provide more opportunities for students from First Nations communities, as well as from those living off-reserve and Ontario's Metis community. But these efforts will require more resources, particularly from the federal government. In addition, I was impressed with the work being done by the Aboriginal Institutes, which work on reserves. They receive very little support from the province. They should not be seen as competitors to the existing system but as legitimate agencies of collaboration and partnership.

The decision by the Prime Minister to establish an Aboriginal secretariat, and discussions by First Ministers on issues affecting Aboriginal people, give the government of Ontario an opportunity to engage the federal government on these key issues. All Ontarians have to understand what is at stake. We cannot allow another generation to grow up in the province without the strong support of higher education. If this is allowed to happen, the whole province will be worse off. If we chart a different and better course, we shall all be the beneficiaries.

Help students overcome barriers

Similarly, while we have made strides in providing services to Ontarians with disabilities, there is more to be done. We still need to improve physical accessibility, as I was reminded by the March of Dimes. Students with learning disabilities do not always find institutional sensitivity to their special needs. Students who are deaf, deafened, hard of hearing, blind or visually impaired face particular challenges which, again, are being met but not well enough. The province needs to develop clear strategies to overcome these barriers.

Accessibility is also key for "first generation" students. One of the strongest predictors of a student going on to postsecondary studies is if his or her parents went, too. We need to pay attention to the student who is the first in the family to participate in postsecondary education. The province, together with school boards, schools and postsecondary institutions, should develop a First Generation Strategy that involves early outreach to students and ongoing supports to ensure success while they are enroled.

Education is the bedrock of opportunity

Education is the bedrock of opportunity in the province. It is the one public policy that clearly links both our economic and social values. When students drop out of high school and fail to make the transition to higher education, it becomes all the more difficult for them to get better jobs, to see their way to better opportunities. When immigrants to Canada, or Aboriginal students whose ancestors have been here for centuries, are locked into low-paid jobs or welfare, this means a loss for the economy, a cost to society and a huge personal setback for them and their families. This is the cycle that must be broken. Education cannot do it alone, but it cannot be done without access to advanced learning. Programs that encourage outreach and transition do work – if they are properly designed and funded. We should learn from our successes and get on with it.

On the positive side, there is good evidence that education improves incomes and health. People who go to college and university are less likely to need social services or spend time in jail. Higher education is a critical underpinning to a better society. Spending on higher education, whether by the government, the student or the parent, is a good investment.

If we are to succeed in this strategy of greater access, more attention will have to be paid to students at risk. Better child care and housing, as well as pre-entry counselling and ongoing mentoring – these are all part of a necessary approach to ensure that students who are admitted will stay and will succeed. Money invested in these programs will reduce spending elsewhere.

The following sections outline where I see the need for change. As asked, I have focused here on these areas: design, accountability and system funding.

## Design and Accountability

With respect to the design of the system, my recommendations reflect the need to reconcile three objectives: institutional independence and diversity, the need for greater co-ordination and clearer pathways for students, and accountability to the public to ensure that money is being spent wisely. All three principles are important. A strongly centralized approach, such as we have seen in the past, will not work well in the years ahead. Autonomous, flexible institutions working within a framework of public accountability is a better direction.

### START EARLY

Culture of expectation

When examining the design of the postsecondary system, we also must look at education as a whole. Participation and success in postsecondary education are not the result of what happens in the first year of university or college, or the last year of high school. There is a long continuum. Ontario needs to build a culture of expectation and achievement. We must not allow our systems of education to abandon half of our children. We have to recognize that there are different aptitudes for learning, and that these aptitudes come to the fore at different times.

We can do a better job, starting in elementary school, of celebrating the various skills, professions and talents that make up our society. We have to bring high schools, guidance counsellors, local communities, parents and students into the picture at a much earlier date. By the time young people get to high school, they need a robust, diverse view of the wide variety of skills and talents that are available and necessary for a good quality of life, including a strong respect for skilled trades.

Co-ordination between high schools and colleges

We need a much greater sense of continuous learning in educational policy. Changes in high school curricula have a strong impact on access to college and university. The high drop-out rate of students, and the province's response – an announced policy to continue education to the age of 18 – should inspire a renewed mandate for the colleges. So, too, the need for a much sharper focus on skills training and apprenticeship requires effective co-ordination between high schools and colleges. Ontario's definition of postsecondary education should explicitly include apprenticeship.

The employer and trade union communities are clearly central to this shift. A learning culture is also a training culture. How to ensure much greater participation from all parts of the private sector in developing a skilled workforce is clearly going to be a preoccupation of public policy for some time to come.

There is also a role for leadership from local governments in encouraging more collaboration and partnership between different educational institutions. In travelling across the province, I was struck by the number of mayors and councillors who attended town halls and who expressed a strong level of interest in the success of their local colleges and universities. The evidence is overwhelming that thriving and vital postsecondary institutions are a critical element in community economic development. It is equally true that the partnership needs to extend further, to include local school boards.

## MORE COLLABORATION

When the colleges were created in the 1960s, their mandate was seen as quite different from the universities. For many years there were really three systems: universities, colleges and apprenticeship. The linkages between the three were not strong and resistance to collaboration was unfortunately quite powerful. One of the positive results has been differentiation between institutions, and that should be encouraged to continue. Much has evolved since the '60s, however. The systems have been irrevocably altered by students' expectations and experience. There are two key issues here: the first is how we serve students who want to move between institutions; the second is how to ensure that both colleges and universities are meeting labour market needs, accomplishing research and developing excellence. While many people I met from colleges and universities were genuinely excited about institutional collaboration and the importance of clear pathways for students, some institutions have not considered creatively the areas of potential partnership. Opportunities are being missed.

Clear pathways

Students need clear pathways. Not everyone wakes up at the age of 12, decides to become a dentist, and then proceeds in an orderly way through the system. It is important to let qualified students move between institutions.

While we can point to some progress on the issue of students being able to transfer between different institutions, nowhere near enough progress has been made. A college diploma is the conclusion of a course of study, not the end of the road. We need to recognize the value of student experience, give credit for work that has been done, and establish clear and transparent equivalency standards so that there is recognition for what each student has accomplished.

Credit transfer

We must achieve greater transparency and fairness regarding credit recognition and transfer between institutions. Students deserve this, and so does the government as a key financial partner. It is simply wasteful of public resources to require students to repeat courses covering the same material because of an exaggerated sense of self-reference by any college or university.

## COUNCIL ON HIGHER EDUCATION

We have had councils pertaining to the colleges and universities in the past, but they were abolished or changed some time ago. I am not proposing that they should be resurrected. Rather, I am suggesting that we try something new. The Council on Higher Education would not be a body attempting to represent different constituent interests. It should not be a funding body. Nor would it be a "buffer body". We need a council whose job it would be to bring the sector together, to encourage collaboration and to limit the scope of the "empire of the silos". We need a council that would co-ordinate research on higher education, work with the sector and the government in establishing targets and measures for improvement and report on performance and outcomes. We simply don't know enough about how we're doing and how others are doing. Popular benchmarks of higher education suggest we are average. Average is not good enough for Ontario. It is ironic that institutions that spend so much time and money insisting on evidence-based decisions, spend so little time on research that evaluates higher education itself. Research on the postsecondary sector is inadequate and poorly publicized. This should change.

Retention

Retention is one of the areas where the Council should commission more research. We know very little about how many students drop out of programs, or why; as Statistics Canada surveys indicate, some 20% of first year students drop out. Once we do know more, the province and institutions would be able to establish better systems of support for those students to ensure that if they do drop out of one program, they are offered counselling and mentoring to move into an area of study that will engage their best efforts.

Structure that allows for evolution

The Council should also provide valuable advice to the province on the evolution of the system. Recent legislation has allowed colleges to apply to the ministry for degree-granting status in applied arts and technology, as well as opened the possibility to other institutions to be able to grant degrees. This change has met with some resistance from established universities, but I would not recommend any change from the permissive nature of this approach. Institutions will evolve in response to changes in society. That is not something to be feared. Some of the colleges see the possibility of achieving something akin to polytechnic status in the future. Other long-standing non-profit institutions may qualify for provincial funding as their programs develop. It is not possible to predict exactly how these changes will unfold. The point is to create a structure that allows for evolution, with the important proviso that a change in the nature of the institution will require meeting objective standards set by external and independent examiners.

## ACCOUNTABILITY

The Council on Higher Education should lead the way in the focus on better outcomes and better performance. The emphasis on results has been an important evolution in policy in education and health. A similar spirit needs to infuse postsecondary education. How are we doing? How are others doing? Is there a jurisdiction that does it better? How do best practices evolve? How can we improve results without micro-managing? These are the questions that need to be at the heart of the Council's work.

Transparency and accountability are words that are used so often in discussions about governance and performance that they are at risk of losing meaning. But they are important. When governments, colleges and universities make decisions or set policies, the wider world should be able to understand the reasoning behind the decisions and be satisfied that they are based on evidence and good judgment. That does not mean universal approval. It does mean openness and institutional candour about the rationale for decisions. Academic freedom and autonomy, both important principles, should not be challenged by transparency. Freedom of information legislation should be extended in its application to all institutions. Similarly, the extension of the powers of the Auditor General to "follow the money" will lead to greater accountability and more public discussion about the reasonableness of financial practices in the broader public sector.

Value of academic independence

The assessment of the value of public expenditure when it comes to universities and colleges will not be easy or without controversy, and we should certainly not lose sight of the value of academic independence. Nor should we forget, however, that the public and students will only be prepared to provide more funding if they see the value of the expenditure. Universities and colleges have not always done a good job at explaining exactly what additional funds will provide. As will be seen in the recommendations, I am linking additional expenditures to specific improvements in programs – graduate education and apprenticeship, for example – as well as to measured improvements in student experience and faculty contact.

Internal accountability

Both government and students have a strong interest in making sure the money they are investing is well spent. But the enthusiasm for "greater accountability" should not become a synonym for more government control. Academic freedom is also an important value. So are self-government and institutional flexibility. This means that the institutions themselves need to make sure that they have got their own internal governance right. Universities and colleges need to ensure that their own internal accountability structures and business practices are well understood and well monitored. At the same time, the federal and provincial governments have a clear responsibility to ensure that their demand for review and accountability does not become too heavy-handed or too intrusive. In particular, with the ministry, federal departments, the Auditor General, a new Council on Higher Education and other external bodies all demanding information, there is a risk that institutions will be facing a regulatory burden that will be too expensive and cumbersome. This has to be watched carefully.

Better and more tangible results

There needs to be a candid discussion – and consequent decisions – to ensure that new money does not simply translate into much higher, across-the-board salary increases. Pay systems should be sufficiently flexible that real merit and outstanding performance can be appropriately rewarded. Student contact, mentoring and teaching excellence have to be strong components of compensation incentives. If substantial amounts of new money are simply swallowed by the existing system, without improvements in the quality of the student experience, nothing much will have been achieved. Both governments and students would rightfully feel that an opportunity had been squandered. It is well within human will and ingenuity to ensure that new money means better and more tangible results.

## TECHNOLOGY, INNOVATION AND STUDENT FOCUS

Distance education is key to the success of many students in Ontario who do not have access to a traditional campus. Online courses are effective learning methods for some students. One of the fastest growing campuses in Ontario is based in Northern Alberta. Its services are provided exclusively online. Athabasca University has signed dozens of "articulation agreements" with Ontario institutions. Here in Ontario, TVOntario was established many years ago to promote educational opportunity through television, and today Contact North and many individual institutions and consortia are working hard to bring distance education, including e-learning, to thousands of Ontario students.

Insist on best practices

While I have received some suggestions for a bold, new, Ontario-based institution that would be dedicated to distance and online education, I am not making such a proposal. It would be expensive and duplicative of what is already starting. The better way is to encourage competition in this area, insist on best practices and find practical ways to fund innovation and collaboration.

I am making some practical recommendations in this area. Again, the Council on Higher Education needs to follow carefully what works and what doesn't. Enrolment trends will also tell us which way "customers" are going. This is a field in constant evolution.

Teaching excellence

Perhaps more important than the new technology is a renewed commitment to something very basic: teaching excellence. Academics make a point of saying that teaching and research go together and should not be placed in conflict. I agree with this, but I am concerned about the quality of the relationship between student and teacher. Most campuses have centres to encourage better teaching practices but they are not mandatory, and often it is teachers who need help most who get it least. There are awards for great teachers, but it is often teaching assistants who have the most contact time with students. The most common complaint from students, in addition to concerns about money and the affordability of their education, has to do with the quality of contact time with professors and teachers. This must be addressed. If students feel that they come and go and no one cares, something is out of balance. A commitment to excellence includes a commitment to an outstanding student experience.

## System Funding

### FEDERAL PARTNERSHIP

While my advice is formally to the government of Ontario, the federal government has a key role to play in the financing of higher education in the province. The Government of Canada funds the research councils, which are crucial supporters of research in universities and, to some extent, colleges as well. It created the Canada Millennium Scholarship Foundation, which will fund both bursaries and scholarships until 2008. It is a substantial partner in the student loan program. In addition, the system of tax assistance through tuition, education and student loan interest tax credits as well as RESPs amounted to some $500 million in 2002, with an additional $200 million contributed by the province. This federal and provincial support now totals some $700 million, as compared with $480 million in 1998 and $250 million five years before that.

In addition, there are significant federal expenditures for training, research, immigrant integration, child care and many other programs that have a profound impact on enrolment, apprenticeship, skills training, colleges and universities. Federal Canada Social Transfer funding for postsecondary education and other social programs stands at a lower level today, in nominal terms, than it did ten years ago. While federal research support has increased in recent years, other significant areas of support have languished. The absence of federal-provincial agreements on labour market training and immigration, for example, puts Ontario at a significant disadvantage compared to federal spending in those provinces that have such comprehensive agreements. Given the centrality of Ontario's role in accepting new immigrants to Canada and in the training of a generation of skilled people for the new economy, the unreliable nature of federal financial support is intensely problematic.

Federal transfers

The end of Established Programs Financing and its replacement by the less generous Canada Social Transfer has meant that the federal government has been avoiding its responsibilities towards higher education. There is no dedicated federal transfer to the provinces for universities and colleges. There should be. As important as the initiatives on Canada Research Chairs and the Canada Millennium Scholarship Foundation are, the lack of predictable and adequate support from the national government for basic operating costs of the institutions poses a deep problem. With the substantial reductions in federal funding for skills training, colleges receive far less support from the federal government than they did ten years ago.

Federal surplus

The recent news that the federal surplus for the first eight months of 2004-05 already stands at $10.7 billion puts the issue of the fiscal imbalance in the country in sharp relief. There is clearly room for the federal government to address the question of the long-term needs of higher education right now, to say nothing of the next several years.

Two critical steps by the Ontario government – a steady, sustained increase in public support for institutions and an improvement in student assistance – can begin right away. Key elements can be put in place in time for the academic year starting in September 2005. The federal government must be persuaded to join this effort – in increased federal transfers, skills training, immigrant integration, aboriginal education, graduate education, research funding and student assistance.

The opportunity for productive collaboration between the provinces and federal government in this area is real and must be encouraged.

## PROVINCIAL INVESTMENT

Significant increase in public funding

I am recommending a significant increase in public funding for higher education, both for institutions and for students in need. This increase would be phased in over a number of years, but the increase in the first year has to be significant enough to give real momentum to change. The first year (2005-06) is also a time of tuition freeze. In addition to an enriched basic funding formula to improve quality, I am calling for an immediate expansion of investment in both graduate education and skills training, as well as to meet special needs.

Transparent formula

The means by which the province distributes funding also needs reform. The current provincial college and university funding formulas are cumbersome, complex and out of date. Very few people can understand or explain them. The Ontario government should commit to a single transparent funding formula under which all students – apprenticeship, certificate, diploma, graduate and undergraduate – would be funded. Additional money would be made available through a set of envelopes that would address particular objectives of public policy: for example, support for francophone education, support for Aboriginal education, northern and rural needs, graduate and clinical education and other targeted issues, as mutually determined.

This change in the formula is especially significant for the colleges, since I am recommending that their funding should be based on multi-year average enrolment, with floors and ceilings. This "corridor approach" has worked well for the universities – the additional changes I am recommending in the university formula will adjust weights for different programs to remove historical anomalies. I am firmly committed to the principle that there should be no more "unfunded students", and that this practice should be ended in 2005-06. At the same time, the transition to the new formula must be handled with great care to ensure that there are no sudden windfall "winners" as a result of the change.

The point is to create a fairer and more predictable method of funding. Work on just such a formula has been started with this Review. It will need to be discussed and explored further with the institutions.

Focus on results

I want to be very clear here about what the new funding is for. It is not to disappear into the administrative function of institutions. It is not a one-time infusion to make up for previous cutbacks. Its purpose is focused on accomplishing results: great education for students, more opportunities for people to attend and a secure postsecondary education system for the long term.

A multi-year approach

The provincial government and the colleges and universities should set out multi-year mutual commitments to achieve a sustainable revenue base and fund improvements in quality. We have to get beyond the tyranny of one-year funding decisions. The government would commit itself to being a reliable funding partner. The institution would commit itself to enrolment targets, quality improvements, public reporting and supports to students in need.

The point of the multi-year exercise in mutual accountability has to be understood: focus on the revenue requirements of the institutions and the need for better outcomes. The provincial government (in a better world, with the full support of the federal government) should set out its commitment to help the institutions meet their revenue needs. It is this multi-year commitment that will allow the institutions to assess the degree of help they will need from students and the private sector.

## GRANTS AND LOANS

In order for postsecondary education to fulfill its role in society, it must be affordable for students. Now it is affordable for some but not for others. Addressing the affordability issue means an infusion of grants to eliminate tuition costs completely for tens of thousands of students, and lowering net tuition for thousands more. It also means extending loan eligibility to those currently denied access to the current Canada Student Loan/Ontario Student Loan (CSL/OSL) plan. The Ontario government should announce as soon as possible its intention to match federal decisions with respect to improving the CSL/OSL plan. These would make expectations of parental support more realistic, and increase the number of those eligible for subsidized loans and the amount of loan for which they qualify.

Grants for low-income students

The additional steps I am suggesting for a grant program will obviously depend on the speed with which they can be technically implemented by the ministry. But the principle is clear: shifting from loans to grants for low-income Ontarians will mean that tens of thousands will pay no tuition at all, no matter what the tuition level set by the institution.

Going forward, the mix of grants and loans for each student should depend on their income and means. Both the provincial and the federal government will have to co-operate to make this change effective. The institutions, which today spend nearly $400 million on student assistance, would also share responsibility for meeting the commitment that every qualified student, regardless of financial circumstance, will be able to attend college and/or university.

Philanthropy

Ontario should continue to support both philanthropy and saving. Private giving to support the institutions' ability to support low-income students should be encouraged. I am, however, suggesting two changes in the current design of OSOTF (Ontario Student Opportunity Trust Fund). First, only bursaries for students in financial need should be eligible for a government match. Second, while all institutions can continue to take advantage of the full match under the program, the match for institutions with significantly smaller OSOTF endowments per student should be enhanced for two years. These changes should mean that more students receive OSOTF grants at more institutions. OSOTF should become a permanent program.

Learning Bonds

The recent federal initiative on "Learning Bonds", which provides a direct yearly grant into RESP accounts for children in eligible lower-income families, is a progressive program. Ontario should provide an additional education savings incentive for those same low-income families. The recent decision by the Ontario government to exempt RESP accounts from asset consideration on applying for welfare was a positive one. If low-income families begin to open accounts for their children in response to these very strong incentives, it will help to encourage an expectation that their children will in fact go on to higher education.

Ontario must address the issue of providing support to welfare recipients who want to enrol in higher education. Education and training should be seen (among many other things) as a springboard to work – something our welfare programs should be encouraging.

Access to assistance

Access to student assistance (applications and information) should be based at each college or university. Capacity at the institutional level needs to be improved to make it effective. If a federal-provincial approach is to be maintained, the respective responsibilities of each level should be clarified. Because the province has overall responsibility for colleges and universities, I would put tuition and related costs in their control. The federal government could deal with student living costs.

## LOAN REPAYMENT

During the public consultation, there was considerable heat focused on the issue of student loan repayment, but not a great deal of light shed on how the system really works – or how we might make it more accessible to more students. Under the current CSL/OSL system, interest on loans begins to accumulate at graduation but repayment does not have to begin until six months after graduation. At that point, graduates are expected to repay student loans on a traditional, consumer-loan basis. The current evidence is that fewer than half of all students graduate with a CSL/OSL loan. Default rates for university students in 2003 were 7% and for college students 16%.

It is important to remember that CSL/OSL loans are not the only avenues of indebtedness. Many students and parents use lines of credit, extended mortgages and other private loans, as well as consumer debt and even credit cards. There should be a better way to share the costs of higher education without either starving the institutions or unduly burdening students and their families. Students should not have to work excessive hours in order to finance their education.

Graduate benefit

The price tag of tuition and living costs that are paid up front is a significant disincentive for many students and their families. I am convinced that if we told all students, "We'll pay for you now, and you can pay us back when you have the money", then more students would attend – and succeed. Think of these deferred costs as an investment on behalf of students and their parents, to be repaid later as a "Graduate Benefit" – an investment whose benefits clearly last a lifetime. The Graduate Benefit would be repaid by graduates, but the repayment amount would be linked to income and could even be paid through payroll deductions.

In the Canadian context, such a system will take time to establish because of the need for federal-provincial consensus. I urge the Ontario government, the other provinces and the federal government to begin working on a new framework for student assistance that increases access to postsecondary education for all qualified Canadian students in need. These discussions would also necessarily involve the future of tuition tax credits, and other tax expenditures.

Flexibility and affordability

The arguments against adopting such an approach are unpersuasive. Under any repayment approach – including the current one – higher-income individuals can pay loans more quickly, thus paying less interest. We can't solve every social and economic problem at once. If poorer people get the benefit of more higher education and have access to credit for a longer period of time, that is certainly an improvement over the status quo. Flexibility and affordability are of real value to lower-income Ontario graduates.

The second argument made against the income-sensitive approach to repayment is that it will lead to more downloading of costs from governments to graduates. It was certainly this perception that persuaded earlier governments to abandon the idea. There is nothing inevitable about such downloading at all. It should be clear by now that I am in fact urging more consistent government support for higher education. I am recommending income-sensitive repayment tied to payroll deduction not because it will cost government less, but because it is more flexible and affordable for graduates who are paying it. Lurking behind some of the arguments against this new approach is the core objection that graduates, who have benefited from attending college or university, should not be expected to bear a reasonable share of the costs of higher education. This is not a view that should detain us very long. A system that relies on a healthy mix of public and private funding will be more sustainable and successful than one that relies exclusively on either the state or the market.

## TUITION

Starting in the 1990s, certain programs, particularly graduate, professional and business schools, were allowed to set their own prices. Decisions about fees at many professional university programs, and up to fifteen per cent of programs at the community college level, were devolved to the individual institutions, with certain conditions. Thirty per cent of the additional fees collected had to be set aside for financial assistance. Equitable access was supposed to be monitored.

The McGuinty government's decision to freeze all fees for two years has given us the opportunity to assess where we are and where we need to be. The choice facing the province at the end of the freeze is usually defined as a simplistic one: set all fees centrally or "de-regulate". I would not recommend either, and I do not believe these are the only options.

Predictability, transparency and affordability

Both the government and the institutions have a role in tuition. It is important to be precise on what they are. The government should not set tuition levels but should establish the regulatory framework that ensures predictability, transparency and affordability for students. The institutions must clearly retain ultimate responsibility for tuition levels of individual programs. In doing so, the regulatory framework should require that – in the context of multi-year plans – the institutions publicly commit to and be held to account for both the tangible quality improvements that students will see for increases in tuition, and adequate financial support for students in need.

The notion that higher education is some kind of nationalized industry, where the price of everything is set by central planners in an office at Queen's Park, is out of place in the modern world. We shall not achieve greater autonomy, flexibility and competition within the system – all desirable goals – so long as all tuition decisions are made centrally.

Access and affordability

Tuition should not increase at all until the system of student financial aid is repaired. Access and affordability are critical elements in the tuition approach that will follow the end of the freeze. It is not an approach that says "anything goes". The institutions will have to pay close attention to the needs of low-income students, as well as demonstrate clearly what their approach to increasing access will be. If these conditions are met, the current freeze should not be extended past the spring of 2006.

Some have argued that the freeze in tuition should be continued indefinitely. An additional suggestion is that fees should be reduced across the board and the level of government support for institutions increased accordingly. A further argument is that tuition should be abolished entirely and that government should pay all fees through taxation. I am not recommending these approaches. While there is unquestionably a significant social benefit to higher education that should be recognized by a stronger commitment to public funding, there is also an important private benefit to the student and the graduate. It is only reasonable for students to pay part of the cost. Otherwise we would be asking taxpayers who don't go to subsidize those who do. To the argument "that's how we pay for health care", I would simply answer that we should not confuse insurance against illness with a planned decision to enrol in higher education.

There is also the practical matter of the cost of such a decision, and whether we want a system that is entirely planned and subsidized by the government. Free tuition for every student would cost well over $2 billion a year and would not add a single dollar to help meet the need for growth and quality improvements. In my judgment, given all the other commitments government has, this is not a reasonable or sustainable approach.

The evidence from Europe and elsewhere suggests a growing concern from institutions about the quality they are able to provide with the level of universal subsidy set aside by governments. Government taps get turned on and off. The institutions have little place else to turn – there is little tuition, philanthropy or private support. The result is lower quality and diminished access. This is not a smart choice for Ontario.

Net tuition costs

While tuition levels have increased in the past decade, institutional bursaries and other financial forms of assistance have grown as well. When direct grants, institutional bursaries and tax credits are fully taken into account – which they must be to give an accurate assessment of net tuition costs – the average portion of the operating cost of colleges and universities borne by students (25% for universities and even less for colleges) is not unreasonable. I hasten to add that these are averages, and that tuition fees for some students are unaffordable. The remedy for that is not to increase the tuition subsidy for everyone, however. Rather, it is to focus the most assistance on those whose need is greatest. The best way to ensure good access is to ensure that the institutions have the capacity to absorb a growing number of students and the resources to do a good job, to guarantee low-income students grants and not just loans, and to address the "expectation barriers" to access much earlier in life.

Unfortunately, governments in the past have often taken the position that funding is a matter entirely of what government in any given year thinks it can afford, rather than what the revenue needs of the institutions actually are. Hence, tuition levels are set to respond to a political barometer. The consequence is that the ongoing needs of the sector are undermined: there has to be a longer view taken. Low revenues for colleges and universities translate into reduced access for some and lower quality for all.

The tuition revenue requirements of the institutions will be substantially tempered over the next three years if the Ontario government accepts my recommendations for funding. But the weight of evidence clearly points to the need to shift the locus of the tuition decision from central planning to the individual institutions. Students have significant choices in higher education in Ontario. The age of "one size, one price fits all" should be over.

## A Call to Action

I am urging the provincial government to adopt as a key mission for the province the goal for Ontario to be a leader in learning, and to fund higher education accordingly, with measured increases over the next several years. The commitment that every qualified student in Ontario should find a place in college or university regardless of means should be enshrined in new legislation. I am recommending that the walls between colleges and universities continue to come down, that administrations accept the need for more transparency, accountability and collaboration. I am urging the federal government to recognize that it must become a reliable and steady partner in that mission, and in particular should become an ally in the expansion of skilled trades and graduate studies. I am asking students to recognize that they are significant beneficiaries of education and that tuition levels that fairly reflect the value of that education are reasonable, provided the governments do their job and provided there are real improvements in quality and student assistance. I am also urging a major reform of student assistance, with the principle that lower-income students should receive direct grants from the government, that all students should have access to loans that reflect the actual cost of study and cost of living, and that both levels of government should make loan repayment more flexible in timing and more sensitive to the incomes that graduates are in fact earning.

The fate of this Review is now in the hands of others. Governments decide to spend more money, or spend it differently, because they believe that is what people want and expect and because they decide it is in the broader public interest. I have had the rare opportunity to help start a discussion, and even a debate.

Leadership will bring change. The change has to be sustainable. There are enough public and private resources in this province to build first-class institutions of higher education, to make them both accessible and affordable to an ever-widening cross-section of the public and to provide education to our students that is truly excellent. I hope this review contributes to achieving these goals.

Bob Rae

# Framework for Reform

What follows are seven strategies supported by twenty-eight interrelated and interdependent recommendations for action. They flow from Bob Rae's overarching goals for reform:

- Great Education
- Opportunities for More People
- A Secure Future for Higher Education

The recommendations are deliberately framed as actions to be taken by government. In many areas, collaboration between government and other partners in implementation will be necessary for effective and sustainable change.

## GOAL:
## GREAT EDUCATION

### STRATEGY 1

***Clearly state the mission and purpose of Ontario's public higher education sector and its institutions.***

**Recommended Actions:**

*1. A New Legislative Framework*
*2. Differentiation and Collaboration*
*3. Francophone Education*
*4. College Mandate*
*5. Apprenticeship*

### STRATEGY 2

***Pursue quality and innovation to make the student experience rewarding and successful.***

**Recommended Actions:**

*6. New Council*
*7. Academic Renewal*
*8. Quality Assurance*
*9. Experience Abroad*
*10. International Students*

# GOAL: Great Education

## *STRATEGY 1: Clearly state the mission and purpose of Ontario's public higher education sector and its institutions.*

### Recommended Actions

1. A NEW LEGISLATIVE FRAMEWORK: Legislate a mission for Ontario as a Leader in Learning, founded on: access for all qualified students to higher education, excellence and demonstrable quality in teaching and research, institutional autonomy within a public system, and the mutual responsibility of government, institutions and students.

   The legislation would set out the parameters of the student assistance program, the frameworks for revenue – including tuition – and accountability, and mandated public reporting of performance and results.

2. DIFFERENTIATION AND COLLABORATION: Encourage the distinct evolution of each institution and promote differentiation through the tuition framework, accountability arrangements and the design of the province's funding formula. At the same time, require that colleges and universities recognize each other's related programming to create clear and efficient pathways for students.

3. FRANCOPHONE EDUCATION: In recognition of the francophone institutions' unique mission in Ontario society, establish an advisory committee to the Minister of Training, Colleges and Universities on francophone postsecondary education and provide incremental funding to institutions to better support this mission.

4. COLLEGE MANDATE: Reaffirm the mandate of colleges to focus on occupational education and labour market needs, while continuing to allow applied degrees and institutional evolution. Mandate colleges to reach out to the 50% of high school students not going on to further studies and to lead the formation of K-16 Councils to promote learning and facilitate the transition to higher education.

5. APPRENTICESHIP: Recognize apprenticeship as a postsecondary destination, and treat the apprenticeship programming delivered by colleges as a core business. Assign to colleges the government's role in administration and outreach to employers (for those apprenticeship programs in which colleges deliver in-school training). Union training centres will continue to play their vital role.

## *STRATEGY 2: Pursue quality and innovation to make the student experience rewarding and successful.*

### Recommended Actions

6. New Council: Establish a Council on Higher Education, reporting to the Minister of Training, Colleges and Universities, to: advise government on how to achieve its learning mission, set targets and measures for improvement, monitor and report on performance and outcomes, co-ordinate research on higher education, and encourage best practices.

7. Academic Renewal: Direct new investments towards teaching excellence and educational innovation so that students have increased opportunities for meaningful contact with faculty, and better facilities and equipment. A single Ontario digital library should be developed.

8. Quality Assurance: In co-operation with the institutions and the students, establish quality standards and measures to ensure improvements are made at the sector, institution, program and student level. Improvements in the student experience would include the area of student services.

9. Experience Abroad: In co-operation with the institutions and with the support of the private sector, establish an Ontario International Study Program to increase the opportunities for Ontario students to complete a portion of their studies abroad.

10. International Students: Pursue marketing efforts, jointly with the sector and the federal government, to ensure that Ontario remains an important "educational destination" for international students. Encourage the federal government to allow international students in Ontario to obtain off-campus work permits.

## GOAL:
## OPPORTUNITIES FOR MORE PEOPLE

### STRATEGY 3

*Reach out to and expand the opportunities for those capable of participating in higher education.*

**Recommended Actions:**

*11. Better Information*
*12. Participation Targets*
*13. Aboriginal Students*
*14. "First Generation" Strategy*
*15. Students with Disabilities*
*16. Promote Saving*

### STRATEGY 4

*Make higher education affordable for students and their families.*

**Recommended Actions:**

*17. Up-Front Grants*
*18. Enhanced Access to Loans*
*19. Help with Loan Repayment*
*20. Better Service*
*21. Philanthropy*
*22. Invest in Student Assistance*

### STRATEGY 5:

*Ensure that the capacity of the system meets Ontario's growth priorities.*

**Recommended Actions:**

*23. Graduate Education*
*24. Capital Needs*
*25. Research Priorities*

# GOAL: Opportunities for More People

## *STRATEGY 3: Reach out to and expand the opportunities for those capable of participating in higher education.*

### Recommended Actions

**11.** BETTER INFORMATION: Set up and maintain a consumer-friendly web portal for domestic and international students and their families as a source of current information on the labour market, postsecondary institutions and programs, admissions and student aid.

**12.** PARTICIPATION TARGETS: Set medium- and long-term targets for growth in participation in higher education, including the participation of students from under-represented groups.

**13.** ABORIGINAL STUDENTS: Enhance the Aboriginal Education and Training Strategy, target growth in the professions and skilled trades and extend support to Aboriginal Institutes for recognized postsecondary programming.

To ensure the success of these initiatives, establish an advisory committee to the Minister of Training, Colleges and Universities on Aboriginal postsecondary education, comprised of representatives from the provincial and federal governments, First Nations governments, Aboriginal communities, schools and postsecondary institutions.

**14.** "FIRST GENERATION" STRATEGY: Assist students who are the first in their family to participate in higher education through: early outreach to such families with children in elementary and secondary schools to stimulate interest in and planning for higher education, and through ongoing supports for first generation students enroled in a postsecondary program.

**15.** STUDENTS WITH DISABILITIES: Require institutions to reach out to students with disabilities at their schools and in their communities to ease the transition to postsecondary education. Provide funding for enhanced academic and career counselling on campus. Allow for the evolution of centres of research and service excellence and distribute funding to institutions for supports and services on the basis of the size of a given institution's population of students with disabilities.

**16.** PROMOTE SAVING: Finance an Ontario Learning Bond program to encourage saving for higher education by low-income families so that parents can prepare for and contribute financially to their children's future college or university education.

## *STRATEGY 4: Make higher education affordable for students and their families.*

### Recommended Actions

**17.** UP-FRONT GRANTS: Remove barriers facing low-income students and their families by:

- introducing a provincial grant for low-income students to cover tuition and compulsory ancillary fees for the first four years of study to a maximum of $6,000 per year. Institutions that set higher fees will be required to provide grants to cover any additional amounts for students in need;
- calling on the federal government to recognize living costs fully and introduce a substantial program of federal grants towards living expenses for low-income students, high-need students and students with dependents;
- providing support to Ontario Works recipients to enrol in postsecondary programs.

**18.** ENHANCED ACCESS TO LOANS: Reduce financial barriers facing students by:

- increasing the total loan amount available to students to better recognize living and education costs;
- increasing provincial student loan limits to cover the first $6,000 of tuition and compulsory ancillary fees for students who have financial need but are not eligible for the new provincial grants, and requiring institutions that charge more to provide grants to students who do not have the financial resources to cover the additional costs;
- reducing the contribution parents are expected to make towards their children's education when determining eligibility for Canada and Ontario Student Loans;
- extending supplemental loans to help parents meet their expected contributions, up to the full amount of tuition and compulsory ancillary fees; in cases where parents refuse to provide the required assistance, the loan may be transferred to the students upon appeal.

**19.** HELP WITH LOAN REPAYMENT: Make repayment easier by:

- increasing help for students in repaying their loans and forgiving more debt for those students whose income does not allow them to repay their full loan;
- calling on the federal government to reduce the interest rate on Canada Student Loans from prime plus 2.5% to prime plus 1%;
- working with the federal government and other provinces to make it possible for students to pay for their education after graduation through a payment option that is geared to income and administered through payroll deductions.

**20.** BETTER SERVICE: Bring together the myriad of student assistance programs. Encourage registrar, student aid and disability offices in institutions to work more closely together so that all students receive a comprehensive admissions and aid package.

21. Philanthropy: Re-establish OSOTF (Ontario Student Opportunity Trust Fund) as a permanent program for all institutions to provide bursaries to students in need. The match provided by government to institutions whose OSOTF endowment is less than $1,000 per student should be enhanced for a two-year period.

22. Invest in Student Assistance: Invest $300 million a year to support the recommended program changes and enhancements that make higher education affordable for students.

## ***STRATEGY 5:*** *Ensure that the capacity of the system meets Ontario's growth priorities.*

### Recommended Actions

23. Graduate Education: Expand graduate enrolment at those institutions that can demonstrate quality and a capacity to provide the necessary supports to students to ensure the successful and timely completion of their studies.

24. Capital Needs: Over a 10-year period, make available to institutions up to $200 million per year for facility renewal and up to $300 million per year for new facilities and equipment for increased enrolment.

25. Research Priorities: Establish a Council, reporting to the Premier, to advise on and co-ordinate research priorities, and allocate provincial funding in line with these priorities and in partnership, where appropriate, with federal funding agencies.

## GOAL: A SECURE FUTURE FOR HIGHER EDUCATION

### STRATEGY 6

*Ensure sustainable revenues for higher education through a responsible funding partnership of the provincial and federal governments, the students, the institutions and private donors.*

**Recommended Actions:**

*26. Revenue Framework*

*27. Tuition Regulation*

### STRATEGY 7

*Require tangible commitments from governments and the institutions in support of higher education, and continually evaluate and review progress.*

**Recommended Action:**

*28. Multi-Year Plans*

## GOAL: A Secure Future for Higher Education

### *STRATEGY 6: Ensure sustainable revenues for higher education through a responsible funding partnership of the provincial and federal governments, the students, the institutions and private donors.*

### Recommended Actions

**26.** Revenue Framework: Establish a new framework that provides sustainable revenues for institutions, in which the key funding partners – the provincial and federal governments, institutions, students – each contribute in a responsible and predictable manner.

Obtain a commitment from the federal government to become a full funding partner in supporting base operations and priorities for labour market training and immigration, apprenticeship, research and graduate education in a predictable and sustained way.

Invest a total of at least $1.3 billion in new provincial base funding to institutions by 2007-08. This investment would focus on quality improvements and results, fund enrolment growth and ensure that all eligible students are properly funded. It should include funding to institutions that covers: higher costs incurred by institutions serving significant numbers of students that require additional services, the high cost of providing clinical education and the base adjustment for revenues lost as a result of the tuition freeze.

Allocate provincial funding through a new transparent formula comprised of core funding for basic operations and strategic investment envelopes tied to results and applied to both colleges and universities.

By 2007-08, the per-student revenue base of Ontario's colleges and universities should be at least comparable to other provinces. This would require at least $1.5 billion in new revenues to institutions.

The "stretch target" over the long term should be to bring the per-student revenue base up to the level of public institutions in peer North American jurisdictions. This would require approximately $2.2 billion more in revenues to the institutions than they receive today.

**27.** Tuition Regulation: Establish a regulatory framework enshrined in legislation to guide institutions in making decisions about tuition levels, to ensure that future increases are predictable, transparent and affordable for students. As noted above, the institutions would be responsible for supporting low-income students and students in need to cover fees in excess of $6,000 per year.

## *STRATEGY 7: Require tangible commitments from governments and the institutions in support of higher education, and continually evaluate and review progress.*

### Recommended Action

**28.** MULTI-YEAR PLANS: Set out the provincial funding commitments to the institutions on a multi-year basis. The institutions need to prepare multi-year plans that set out:

- the mission and program focus of the institution;
- enrolment targets, commitments to access, and tuition guarantees;
- planned improvements in quality of programming and the student experience;
- transferability of credits and areas of collaboration with other institutions;
- revenue requirements and how they will be met through provincial transfers, tuition and other sources;
- the results and measures that will be used to demonstrate progress against the multi-year commitments.

These plans should be informed by the work of the Council on Higher Education.

A Standing Committee of the Legislature should conduct periodic reviews of individual institutions' multi-year plans and performance.

# Implementing Change

## GOAL: Great Education

### *STRATEGY 1: Clearly state the mission and purpose of Ontario's public higher education sector and its institutions.*

### Recommended Actions

### 1. A New Legislative Framework

**Legislate a mission for Ontario as a Leader in Learning, founded on: access for all qualified students to higher education, excellence and demonstrable quality in teaching and research, institutional autonomy within a public system, and the mutual responsibility of government, institutions and students.**

**The legislation would set out the parameters of the student assistance program, the frameworks for revenue – including tuition – and accountability, and mandated public reporting of performance and results.**

#### *How It Will Work*

This report provides a comprehensive set of recommendations to assist government in establishing its mission and agenda as a leader in learning in higher education. The recommendations are organized around three goals that the government should adopt as it moves forward: great education, opportunities for more people, and a secure future for higher education.

A new Act will be the principal vehicle by which government communicates its mission, anchors its commitment and articulates the principles and key framework strategies through which the mission will be met and sustained.

As a first step the government will need to develop and refine, in consultation with stakeholders and the public, its thinking on the overall mission. The government will want to articulate clearly that public higher education should be of a demonstrable quality, accessible to all qualified students regardless of income, delivered by institutions with an appropriate degree of autonomy and supported by key partners who share responsibility for its success.

Legislation also provides an opportunity to establish and define new structures such as a proposed Council on Higher Education.

The government will also need to determine with precision the basic design and parameters of its student assistance, institutional revenue, tuition-setting, accountability and reporting frameworks for inclusion in the new Act.

In drafting the legislation to reflect and enshrine these directions, the government will have flexibility in balancing what is in the legislation and what remains under regulatory authority of Cabinet or policy authority of the Minister. For example, program features that are subject to periodic change and adjustment, or areas that still need to be further developed, would be good candidates for regulatory or policy-making powers.

The government will also want to review the extent to which new legislation consolidates existing statutes. It should not replace or consolidate the existing governing statutes for autonomous universities.

Legislation cannot be introduced right away – there is considerable work to be done to prepare the government's position and complete the basic design work for each of the key framework strategies to be included. Ideally, legislation should take effect in the 2006-07 academic year.

During 2005-06, the government should reinvest in the sector and address performance expectations in advance of the new legislative framework, in a manner that anticipates the emerging themes to be enshrined in the new Act.

### *Results*

- *Clarity for all parties on the goals and principles of higher education.*
- *Certainty about the key elements of the funding framework, tuition policy and student assistance and about the roles and responsibilities of each partner.*
- *Transparency of reporting and accountability requirements.*

### *Rationale*

A frequent request during consultations was that the objectives for higher education, together with the key strategies to meet them, be clearly articulated and broadly understood.

This could, at a minimum, be accomplished through policy directives and government statements. However, enshrining the mission and the key framework strategies in legislation is a powerful symbol of the value Ontario places in this key area of public service. The government recently demonstrated this in the area of health care with the passage of the *Commitment to the Future of Medicare Act, 2004*.

Higher education is a large field of public service and expenditure, reaching over 700,000 students, with provincial expenditures of over $4 billion in 2004-05. It makes important contributions to economic performance, personal fulfilment and social cohesion. It is appropriate to anchor an enterprise of this magnitude and importance in a legislative framework.

Legislation also provides all partners with clear responsibilities and expectations in such key areas as revenues, student aid, tuition fee setting, accountability and reporting, and certainty that these will be stable over time and changed only through public and democratic processes. This facilitates planning and a sustained drive towards improvements that meet the province's long-term goals.

The legislation would apply to publicly-assisted universities and colleges of applied arts and technology. Private career colleges also provide valued postsecondary programming. While they are part of the

Ontario landscape, they are not part of the mandate of this Review. They are the subject of a separate study by the ministry. This report draws no conclusion about whether or how they would be treated under a new legislative framework.

Other North American jurisdictions have implemented legislation to set parameters for tuition fee setting, financial aid, access targets and performance measures:

- Alberta introduced a new, overarching *Post-Secondary Learning Act, 2003*, following a comprehensive review of postsecondary education. It combined four separate acts that governed post-secondary institutions; established the Campus Alberta Quality Council (to provide program advice to the Minister); established a regulatory process for tuition fees (including allowing for Consumer Price Index increases); and clarified the roles and responsibilities of student associations.
- Texas passed legislation on tuition regulation in 2003 that authorized the governing boards of higher education institutions to set tuition; established a Legislative Oversight Committee to ensure institutions were making improvements in graduation rates, enrolment rates, minority participation and financial aid; and outlined needs-based financial assistance plans for graduate and undergraduate students.

## 2. Differentiation and Collaboration

**Encourage the distinct evolution of each institution and promote differentiation through the tuition framework, accountability arrangements and the design of the province's funding formula. At the same time, require that colleges and universities recognize each other's related programming to create clear and efficient pathways for students.**

### *How It Will Work*

Institutional differentiation can be more formally recognized and encouraged as the government and institutions begin a multi-year planning process. It should also be facilitated through the design of the proposed new approach to institutional funding and proposed new tuition framework.

Students benefit from differentiation – but must also have the benefit of better pathways between institutions based on objective, justifiable and transparent criteria. The need is particularly urgent for college graduates seeking opportunities for degree completion. Differentiation and transferability must be seen as complementary objectives, both focused on serving student needs.

To date, some progress has been made, primarily on an institution-to-institution and program-to-program basis. To move the yardsticks much further, government should mediate a comprehensive solution to current limitations on degree completion and credit transfer collaboration. As part of this solution, government and the sector could consider the value of piloting the following approaches:

- *Regional/Program Collaboration:* This would involve assisting a select number of universities representative of different regions of the province in setting up degree-completion programs that are specifically designed for college graduates. To illustrate: the university would agree to admit a graduate of a three-year college program in Business and would provide three semesters of instruction, after which it would confer a degree in Business.
- *Focus on High-Demand Programs:* This would start with colleges and universities across the province collectively identifying a limited number of program areas in which college students most need a degree completion option, and the university program to which the program should be connected. Multilateral agreements would then be developed to facilitate credit recognition and supports to students.
- *Focus on "Generic Courses":* Many program areas feature a basic core set of courses that are comparable in terms of learning outcomes. Introductory first-year courses are a good example. Encouraging all colleges and all universities to come together as a group to outline (and make available publicly) expected learning outcomes, and make any necessary changes to help ensure an alignment, would facilitate a rational basis for credit transfer in these core courses across the province.

By the end of 2005, institutional credit recognition policies and guidelines should be clearly posted on each institution's website, including identification of support services to assist students with such transfer processes. This information should also be available through a new provincial web portal.

The government's approach in this area must be aggressive to stimulate real progress, balanced by a strong and continued respect for institutional autonomy and for the different core mandates of Ontario's colleges and universities. If all institutions were the same, transferability would not be an important issue. It is the very tolerance and pursuit of autonomy, differentiation and separate college and university mandates that makes transferability so critically important.

Government should consider the use of appropriate financial incentives and disincentives as a way to ensure ever greater collaboration. It should also review the roles and responsibilities of existing organizations that support this work. If institutions cannot make progress under an umbrella of incentives, government should be prepared to mandate greater co-operation in the best interests of Ontario students.

### Results

- *Greater clarity of differentiation reflected in multi-year plans.*
- *A comprehensive approach to Ontario-wide, regional, and institution-to-institution degree completion and credit transfer arrangements to guide institutional recognition and admission decisions and student choice, by 2007.*
- *Annual public reporting to confirm the success of the approach and identify areas for ongoing improvement.*

### Rationale

A culture of institutional differentiation has emerged among Ontario's post-secondary institutions.

This is reflected increasingly in distinctive missions, areas of programming specialization and the elimination of unwarranted duplication, and different approaches to the pursuit of accessibility and quality objectives. At the same time, institutions have been attentive to the need to ensure access to a reasonable menu of programming opportunities across the province, especially in rural and northern areas.

In 2000, approximately 13% of the college graduating class had previously completed a university program and 6% of the university graduating class had previously completed a college program. There is virtually no data on the number of students who transfer between "like institutions" (college-to-college or university-to-university).

The Review heard from students who had to negotiate the transfer process without any guidance or support, had to plead the case for advanced standing in the absence of a defensible review process and ended up repeating program content they had already mastered. This unnecessarily added to the cost and duration of their education. When students have to duplicate learning they have already undertaken, everyone pays an additional cost – students, their families, government and the public.

There are some successful collaborative arrangements in place today, most notably programs where students pursue both diploma and degree credentials simultaneously from a college and a university, such as those provided by the joint programming of the University of Guelph-Humber and the University of Toronto Scarborough with Centennial College.

Success on degree completion arrangements, where universities give college diploma graduates advanced standing in a related degree program, has been more moderate.

Altogether, universities and colleges offer over 1,100 certificate, diploma and degree programs. The number of transfer agreements, listed on the Ontario College-University Transfer Guide (OCUTG), has been very slowly increasing: from 19 in 1988 to 220 in June 2004. Of these, 180 deal with college-to-university transfer (including 117 degree completion agreements). The remaining 40 deal with university-to-college transfer. The majority of agreements are bilateral, that is, between one university and one college.

There are virtually no agreements in place and no data on basic credit transfer (credit recognition for individual courses) between Ontario institutions.

## 3. Francophone Education

**In recognition of the francophone institutions' unique mission in Ontario society, establish an advisory committee to the Minister of Training, Colleges and Universities on francophone post-secondary education, and provide incremental funding to institutions to better support this mission.**

### How It Will Work

A new advisory committee on francophone postsecondary education should be established by Fall 2005. The Committee should be widely representative of the appropriate postsecondary partners, stakeholders, the francophone community and the federal government, and be asked to:

- examine French-language postsecondary activities in Ontario in light of the unique mission of francophone institutions, the Ontario francophone demographic profile and access and quality concerns;
- examine approaches to address longer-term challenges: the higher cost of starting programs and developing learning materials, of expanding program offerings and of enhanced outreach and recruitment;
- provide assistance and advice regarding federal-provincial agreements.

The government should increase base funding by $20 million by 2007-08 to help French-language colleges and bilingual universities play a more effective role in fostering a vibrant francophone, postsecondary education community in Ontario. In addition, French-language and bilingual institutions will benefit from their share of other funding enhancements recommended in this report.

The federal government should provide matching funding in this important area.

### Results

- *A new forum for dialogue.*
- *French-language colleges and bilingual universities report on the expenditure of targeted investments and outcomes achieved in support of their specialized missions, as part of multi-year planning.*

### Rationale

According to the 2001 Census, Ontario has the largest francophone community in Canada, outside Québec – over half a million people. In 2003, there were 4,535 students enroled in Ontario's two French-language colleges – La Cité collégiale and Collège Boréal – and 10,322 students studying programs in French at bilingual universities – the University of Ottawa and its affiliates, Laurentian University and its affiliates, and Glendon College at York University.

The Review heard extensively about the additional costs French-language colleges and bilingual universities face in fulfilling their mission:

- Educational materials in French are not always available.
- Acquisition costs are generally higher.
- Existing programs need to be independently developed, evaluated and updated.
- Recruiting staff and faculty from a small pool of bilingual candidates is expensive.

In addition, each institution is under pressure to provide a relatively broad menu of programming options, as there are no alternative institutions nearby to which students can go. Without a meaningful array of postsecondary programs available in their mother tongue, many francophone students choose to learn in an English program, or leave the province to pursue their postsecondary education elsewhere in French.

In recognition of these additional costs, Ontario currently provides an additional $13.5 million to francophone colleges and $31 million to bilingual universities.

More needs to be done. The issues and solutions for French-language higher education must be better understood and the amount of provincial funding should be appropriately adjusted. Ongoing dialogue must be maintained with the federal government to ensure it continues to do its share in supporting French-language higher education, which currently does not match the efforts of the Ontario government.

## 4. College Mandate

**Reaffirm the mandate of colleges to focus on occupational education and labour market needs, while continuing to allow applied degrees and institutional evolution. Mandate colleges to reach out to the 50% of high school students not going on to further studies and to lead the formation of K-16 Councils to promote learning and facilitate the transition to higher education.**

### How It Will Work

Government should work with the college sector to implement a marketing strategy targeting high school students, school leavers, adult learners and new immigrants. A portion of the new funding allocated to colleges should be dedicated to this strategy.

*School Connection*

To help colleges reach out to high school students, particularly the 50% who currently do not continue on to postsecondary education within a few years of completing high school:

- Colleges, government, school boards, high schools and industry should work together to ensure that college-bound students receive high school education and related work experience, appropriate to their learning objectives and aligned with college entrance requirements. This should include regular joint reviews of the high school curriculum.
- Colleges should partner with the Ministry of Education and school boards to make sure that high school students, especially those at risk of not attending postsecondary institutions, have access to relevant and useful information about colleges. High school guidance counsellors, who are naturally more familiar with the university system from which they graduated, should be provided with direct exposure to the college system. This should include a mandatory college component while they attend faculties of education, and professional development when they are on the job.
- Institutions should also make use of the additional funding and related strategies that are detailed in other parts of this report to support and enhance existing initiatives in school-college-work connections. One example is the "Techno Expo" series of events at Niagara, Mohawk and Fanshawe Colleges in which Grade 7 and 8 students are exposed to information and hands-on workshops about a variety of college programs.

- Government should ask the Council on Higher Education to advise on appropriate college enrolment targets, and work with schools, school boards and K-16 Councils to develop a strategy to meet them.

### *K-16 Councils*

To better co-ordinate these reform efforts, colleges should be mandated to lead the formation of K-16 Councils, to be in place by 2006. The Councils should be charged with improving the success of all students from Kindergarten through college and university by implementing strategies to improve student achievement and developing programming for the Learning to Age 18 initiative. This should include establishing equivalency standards for programs offered by school boards and colleges. The Councils should be comprised of educators at all levels, as well as industry and local leaders.

### *High School Credits*

More boldly, a pilot program should be established to give selected colleges authority and funding to offer high school credits and diplomas to students who want to complete their high school diploma in a college environment, with a vocational focus and a direct link to further college study.

### *Better Integration*

Finally, government can help colleges better integrate all of their core activities, from basic skills training to applied degrees. By 2006:

- Each college should have a protocol in place to allow apprentices to transfer seamlessly to diploma programs. To facilitate this integration, provincial in-school funding related to apprenticeship training should be incorporated into the college operating grant, as further described in the next section of this report.
- Colleges should recognize graduates of each others' adult training programs, such as the Ontario Basic Skills program. Funding for literacy and basic skills programs and for adult education programs should also be considered for integration into the college operating grant.

### *Northern and Rural Colleges*

Finally, government should better recognize the unique challenges facing colleges serving northern and rural communities. Targeted incentive funding to these colleges would increase enrolment and further improve program delivery and completion rates. Ongoing funding would provide equitable access outside the five major urban areas in the north, in-community support of online delivery, and new online curriculum development in both official languages.

### *Results*

- *Significant growth in enrolment across the full range of college programs, and better mapping of students' educational needs with college program offerings.*
- *A lead role for colleges in increasing postsecondary participation in Ontario and achieving the government's Learning to Age 18 strategy.*
- *Stronger ties between colleges, secondary schools, school boards, local leadership and industry.*
- *Improved credit recognition and transfer between college adult training programs, apprenticeship programs and diploma stream programs.*

## Rationale

The original mandate of the college system, first articulated by then Education Minister William Davis in a speech to the Ontario Legislature in 1965, has endured even as it has evolved.

The province introduced a new type of educational institution that would deliver occupation-oriented programs, be responsive to employer and student needs, and contribute to the economic and social well-being of the province.

That core mandate was renewed in the *Ontario Colleges of Applied Arts and Technology Act, 2002*, which established that: "The objects of the colleges are to offer a comprehensive program of career-oriented, postsecondary education and training to assist individuals in finding and keeping employment, to meet the needs of employers and the changing work environment and to support the economic and social development of their local and diverse communities".

Colleges provide a continuum of vocational learning from basic skills upgrading to applied degrees. They inhabit the vast landscape of educational needs between the relatively prescribed functions of schools and universities. This report recommends a major new role for colleges in reaching out to young learners aged 16 and 17 who are at risk of dropping out of school.

Why is the mandate as relevant and important today as it was in 1965?

- It is estimated that around 50% of secondary school students do not benefit from postsecondary education, either because they go straight into the workforce after graduation or because they do not even graduate. These students face higher incidences of unemployment, underemployment and lower lifetime earnings than their peers who go on to postsecondary education.
- A 2003 study by the Ontario Chamber of Commerce found that 52% of skilled tradespeople are expected to retire within the next 15 years. This compares to an overall retirement rate for all occupations of about 30%. There are persistent shortages in some skilled trades even today. Insufficient numbers of skilled, job-ready immigrants arrive to replenish our need for these critical jobs, so we need to both attract and train more apprentices at home.

### COLLEGE AND SKILLED-TRADE GRADUATES EARN MORE

| Average earnings of persons (15 years of age and over) with: | Ontario |
|---|---|
| Less than high school graduation certificate | $22,691 |
| High school graduation certificate and/or some postsecondary | $27,606 |
| Trades certificate or diploma | $36,843 |
| College certificate or diploma | $36,309 |

**Source:** *Statistics Canada, Census of Population, 2001*

- Approximately 20% of all adult Ontarians do not have the basic literacy skills they need for sustainable employment.
- About 70% of adult immigrants who come to Ontario every year have at least some postsecondary education or training, but may need additional training or language skills to succeed in the labour market.

Recently, colleges have faced challenges in meeting their mandate. Enrolments have gone flat. Universities are increasingly the destination of choice for many people contemplating higher education. University enrolment and participation rates are growing. Ontario must ensure that college vocational education is equally valued, and available to Ontarians who would benefit from a range of vocational and skills education, from the basic to the advanced level.

Colleges have also been distracted from fulfilling their potential by chronic financial concerns. They grew precisely at a time when there was no funding to sustain that growth. Between 1992-93 and 2002-03, full-time college enrolment grew by 31%, while the value of operating grants in constant 2003-04 dollars decreased by $211 million.

As a result, colleges have been Ontario's "poster child" for public efficiency gains during the past decade. Per-unit-costs of delivering services have been dramatically reduced. The reward for this achievement is a diminished ability to deliver the educational services Ontario and Ontarians badly need. Some colleges face unsustainable deficits and debts even as they are asked to do more.

Reaffirming the college mandate means working hard on both the demand side – attracting students who need the services colleges offer for their own success and that of the provincial economy – and the supply side – ensuring that colleges have the resources and infrastructure to serve those students well.

## 5. Apprenticeship

**Recognize apprenticeship as a postsecondary destination, and treat the apprenticeship programming delivered by colleges as a core business. Assign to colleges the government's role in administration and outreach to employers (for those apprenticeship programs in which colleges deliver in-school training). Union training centres will continue to play their vital role.**

### *How It Will Work*

Government should work collaboratively with colleges to designate apprenticeship as a postsecondary program, supported by changes in funding arrangements, student assistance, program responsibilities and linkages to other areas of study.

*Funding*

The in-school portion of apprenticeship training offered by colleges is funded by both the provincial and federal governments.

Beginning in 2005-06, the distribution of college apprenticeship funding for in-school training should be integrated into the college postsecondary operating grant and tied to results. This will allow colleges to better undertake long-term planning, as they do with other programming. It will also remove disincentives to developing linkages between apprenticeship and other college programs.

Ontario should encourage the federal government to pay for in-school apprentice training from its Consolidated Revenue Fund. Current federal funding is provided through Employment Insurance (EI), and only supports EI-eligible apprentices. It is further limited to only those EI-eligible apprentices who take an eight-week or longer program of continuous, full-time in-school training. All apprentices, and their employers, deserve equitable access to federal funding support, including support for more flexible in-school training options such as part-time day, evening and weekend training.

*Student Assistance*

Once the federal government has made this funding change, the province should work with the federal government to determine the best way to serve apprentices with student financial assistance.

*Program Responsibilities*

As soon as practical, the following responsibilities currently discharged by the province should be transferred to the colleges, together with appropriate resources:

- intake and assessment of applicants
- registration and scheduling
- job-matching services that bring together employers and apprentices. This should include collaboration between colleges to address regional and provincial apprenticeship training initiatives.
- testing

The province would continue to be responsible for:

- legislation and regulation
- standards and enforcement, including the development of both on-the-job and in-school curriculum standards
- certification
- marketing at the provincial level
- province-wide programs such as the Apprenticeship Enhancement Fund program, the Apprenticeship Training Tax Credit, and the Ontario Youth Apprenticeship Program

*Linkages to Other Areas of Study*

Colleges should more fully articulate the learning outcomes associated with their apprenticeship programs, map those outcomes to diploma programs (reviewing curriculum where appropriate), and make publicly available a credit recognition process.

### Results

- *Growth in apprenticeship training – more people taking advantage of the employment opportunities offered by the skilled trades.*
- *A higher graduation rate for people who pursue college apprenticeship training.*
- *A clear process so that apprentices can continue their studies into diploma programs, with credit recognition.*
- *Stronger relationships between all apprenticeship partners.*

### Rationale

As noted in the previous section of this report, skilled trades shortages exist today and will be exacerbated as tradespersons retire in high numbers over the next 15 years. As with other types of college education, there is a strong economic imperative to support and grow apprenticeship training. The Ontario government has recognized this and has committed to increasing the number of young people entering apprenticeships to a total of 26,000 by 2007-08.

Apprenticeship training relies on a successful and stable partnership among apprentices, employers, unions and their training centres, provincial and industrial advisory committees, and government. About 80% to 90% of apprenticeship training is delivered in the workplace under the supervision of qualified tradespersons. The other 10% to 20% is delivered in an in-school environment with curriculum developed by colleges and unions in partnership with apprenticeship committees.

With a mandate focused on occupational training, colleges are well positioned to take on additional roles and work more closely with all training partners, including union training centres and employers at local, regional and provincial levels, to target skills shortages and increase overall apprenticeship enrolments.

Entering into an apprenticeship is a complicated process. Students, colleges and employers say that the current structure of the apprenticeship system requires improvement and change to make it easier and more efficient to navigate successfully through the required steps.

At present, information and guidance about the trades is not readily available for either students in high school or adults in the workforce. They must actively seek out this information, find an employer and co-ordinate with a ministry apprenticeship office, before they can sign a contract to begin learning. By contrast, application to several universities and programs can be completed through a single, online transaction.

Making colleges responsible for the entire apprenticeship application and intake process for apprenticeship training they deliver, including the match-up with an employer, would simplify this process significantly for students. It would also allow colleges to build on their effective relationships with employers.

The rate of technological change in the workplace has accelerated mismatches between available skills and industry demand. As new technology is introduced, employers need workers with higher levels of skill and education. Rapid changes in technology often result in shortages while workers and potential workers acquire the new skills required to be competitive in a global economy. Strengthening the partnership between colleges and industry partners will more fully meet the needs of industry and individuals.

Tradespeople wanting to continue with their formal education and enter a diploma program often find that colleges will not recognize their previous in-school training. This results in extra costs and time for individuals, employers and government. While there are a number of successful examples of program pathways – such as the Industrial Electrician/Electronics Technician program at Mohawk College – they are not yet widely available.

Trade unions themselves are playing an important leadership role in the delivery of skilled trades training. There are several state-of-the-art facilities that have been paid for by union members themselves. This leadership role should be strengthened and encouraged.

# GOAL: Great Education

## *STRATEGY 2: Pursue quality and innovation to make the student experience rewarding and successful.*

### Recommended Actions

### 6. New Council

**Establish a Council on Higher Education, reporting to the Minister of Training, Colleges and Universities to: advise government on how to achieve its learning mission, set targets and measures for improvement, monitor and report on performance and outcomes, co-ordinate research on higher education, and encourage best practices.**

### *How It Will Work*

The new Council on Higher Education will have responsibility for both colleges and universities, and will help ensure a coherent and robust postsecondary system.

The key responsibilities of the Council on Higher Education should include:

- advising on performance measures and improvement mechanisms suitable for inclusion in multi-year plans;
- collecting critical benchmark data on key aspects of higher education;
- monitoring, evaluating and publicly reporting on quality and system performance, leading to a new quality assurance framework for higher education in Ontario;
- leading a renewed focus on the pre-eminence of teaching and teaching excellence at postsecondary institutions;
- developing a strategic research agenda for the study of higher education and facilitating a "virtual research network" among Ontario institutions with research and policy strength in postsecondary education;
- advising on issues as requested by the Minister to support long-term policy development.

The Council could also provide advice and research support for the work of the advisory committees on francophone higher education, students with disabilities and Aboriginal higher education.

The Council should be led by a credible, high-profile individual with vision and expertise in postsecondary education. It should be comprised of respected experts with knowledge and experience in education, including community leaders, informed private sector individuals and non-affiliated public policy professionals. It should be supported by a dedicated secretariat staff.

Research chairs could be appointed to focus on particular areas of improvement; research networks would be established between institutions to enhance and expand higher education studies. At present, academic study of higher education is focused in a few institutions, including the University of Toronto's Ontario Institute for Studies in Education (OISE) and various education and social science departments in other universities.

A protocol between the Ministry of Training, Colleges and Universities and the Council would clarify roles, responsibilities, administrative and budgetary arrangements.

Steps should be taken early to put an interim Council in place. The Council should be formally established in legislation.

### *Results*

- *Improved system-level analysis of trends and expectations for postsecondary education in Ontario.*
- *Co-ordinated and strategic research in higher education taking place at Ontario's postsecondary institutions.*
- *Independent advice on meaningful results and continuous improvement towards the attainment of broadly understood results and outcomes.*
- *Ongoing monitoring and public reporting on system quality and performance.*

### *Rationale*

Ontario last had advisory councils on higher education in 1995. However, it has never had an advisory council on postsecondary education as a system. Since 1995, the ministry and the institutions have worked collaboratively to develop an understanding and conduct research on issues affecting public policy and system performance. The development of the first generation of key performance indicators for colleges and universities is a case in point.

Both government and institutions express a high level of satisfaction with their working relationship. There is certainly no need in Ontario for a traditional "buffer" body to manage relationships or build a sustainable consensus between government and institutions.

The ministry and institutions, by necessity focus much of their energies on managing the day-to-day stewardship of the system. They could both benefit from a third body, somewhat removed from the daily fray, to help sponsor and co-ordinate research, provide objective advice on participation targets, and measure and report on performance on an ongoing basis.

Leadership in learning and excellence in higher education will require public policy that is based on evidence and accompanied by measures that can publicly demonstrate continuous quality improvement, valuable outcomes for society and meaningful accountability. Government and institutions, together, must continue to prove to the public that their investment in higher education produces a great return.

Better data, research, evidence and measurement practices are needed to deliver on this. A single body, with a clear mandate and adequate funding, would help Ontario meet this critical public policy objective.

This is a challenging assignment. Resistance to setting targets, measuring and reporting on performance is strong. Opponents can point to many experiments that failed because the wrong things were measured, data was misapplied, or the act of measuring led to unintended behaviour in an attempt to focus energy on one outcome to the exclusion of others. Yet the search for better results must continue.

There are comparable examples in other sectors and jurisdictions:

- The Ontario Health Quality Council was established as an independent agency to monitor and report to Ontarians on access to publicly funded health services, human resources, system outcomes and progress on continuous improvement in the health care system.
- The Education Quality and Accountability Office was established as an independent agency to provide accurate, objective and clear data on student achievement and the quality of publicly-funded education (K-12) in Ontario.
- Other jurisdictions also have organizations that serve to monitor quality and advise or act on other aspects of higher education. California's Post-secondary Education Commission, Sweden's National Agency for Higher Education and England's Quality Assurance Agency and Funding Council are a few examples.

## 7. Academic Renewal

**Direct new investments towards teaching excellence and educational innovation so that students have increased opportunities for meaningful contact with faculty, and better facilities and equipment. A single Ontario digital library should be developed.**

### How It Will Work

*Teaching Excellence*

The hiring of additional faculty will be one of the measurable quality improvements sought as additional revenues are provided to institutions beginning in 2005-06. Additional resources will allow a focus on learning and the hiring of faculty and the development of teaching excellence in Ontario's institutions of higher education. The Council on Higher Education will work with institutions on research and identification of best practices in the field of teaching excellence.

Institutions have responsibility for teaching standards, curriculum design, strategies to improve student engagement and the development of teaching expertise in their faculties. They determine the appropriate configuration of teaching venues (large lectures, small tutorials, laboratories and shops, co-operative or on-site) and balance their faculties' teaching responsibilities with other duties such as research. In this regard, it is important to resist applying a single indicator as a meaningful measure of successful practice.

Government can play a strong supporting role by sponsoring the sharing of best practices, promoting appropriate approaches to the measurement of student engagement and success, and providing funding that is targeted for hiring faculty and developing their skills. An additional investment of $700 million by 2007-08 is recommended in this area.

*Digital Library*

The government should also work with institutions, the Ontario Council of University Libraries, the Ontario Library Association, the Colleges' Bibliocentre, and community partners to create a province-wide Digital Library. Funding for existing digital resources should be maintained until this work is complete.

Excellent teachers and first-class libraries are further supported by quality facilities and up-to-date instructional equipment.

These requirements are dealt with in a later section of the report.

### *Results*

- *Improved levels and types of contact for students with faculty and other teaching staff.*
- *Greater student satisfaction with the quality of teaching at their institution.*
- *Greater access to learning and research resources.*

### *Rationale*

Teaching and learning are at the core of college and university missions. The degree of meaningful contact with faculty, the quality of teaching, mentoring and academic counselling, and the attention to unique learning needs, are all key factors that contribute to student satisfaction and success. Recent results from student engagement and satisfaction surveys, such as the National Survey of Student Engagement (NSSE), have heightened system-wide awareness of the importance of teaching excellence and of quality faculty-student interaction. NSSE provides comparative benchmarks for determining how effectively universities are contributing to learning experience.

The supply of "teaching resources" – a combination of full and part-time faculty, librarians, teaching assistants and technologists, and other staff who dedicate time to teaching functions – is an important foundation on which to build teaching excellence. Ontario institutions point out that on some measures – such as the overall student-faculty ratio – Ontario does not compare favourably to other jurisdictions or to the province's own past.

Looking ahead, a record need for new hires is looming as the baby boom generation of faculty reaches retirement age.

Technology has provided an opportunity to make library resources more accessible and less costly than traditional paper-based repositories. The Ontario college sector's Bibliocentre uses bulk purchasing power to reduce acquisition costs for the sector (by an estimated $10 million per year) and a Digital Library to disseminate resources electronically. The University of Toronto library is the fourth largest research library in North America. This is an incredibly valuable resource, not only to the University of Toronto community, but to the province as well. The Ontario Council of University Libraries has developed an Ontario Scholars Portal to deliver services and collections across the university sector. These are strong existing platforms from which to create a co-ordinated, universally accessible resource.

## 8. Quality Assurance

**In co-operation with the institutions and the students, establish quality standards and measures to ensure improvements are made at the sector, institution, program and student level. Improvements in the student experience would include the area of student services.**

### *How It Will Work*

In the short term, every university should implement the National Survey of Student Engagement (NSSE) in 2006-07 and 2007-08. Similarly, every college should implement the Community College Survey of Student Engagement (CCSSE). These surveys will provide baseline data on student engagement, and permit benchmarking against other jurisdictions that use them.

Colleges and universities should also continue to collect data and publish the existing Ontario key performance indicators, with the possible exception of the college student satisfaction survey, which could be replaced by CCSSE. Current arrangements for program approval and evaluation in both sectors should also be maintained in the interim.

At the same time, work will begin on the development of a new robust quality assurance framework. This work will be led by the new Council on Higher Education.

Important work is already being done in the area of quality in postsecondary education. The Review co-sponsored a recent roundtable study with the Canadian Policy Research Network. A resulting paper, to be published in the Spring 2005, will present a useful conceptual framework for thinking about and measuring quality. This model would include measures for individual and institutional learning inputs, learning outcomes and final outcomes.

In consultation with the ministry and sector partners, the Council will need to: develop a comprehensive quality assurance framework, select appropriate provincial measures and indicators based on internationally accepted standards, advise on unique institutional-level measures, and ensure the necessary capacity for data collection and analysis.

The work should encompass both quantitative and qualitative indicators of quality. The Council should include an examination of existing key performance indicators and program evaluation processes. A determination will have to be made as to how existing organizations dealing with quality assessment will be integrated with the Council's work. The latter's focus should include student services, a critical but often ignored component of students' experience. Good practices and measurement of service levels and satisfaction should form part of the new quality assurance framework.

Implementation will most likely be staged – some indicators will be easier to implement than others, given the current state of data systems. The new measures – provincial and institution-level – would be incorporated in multi-year plans, and would be published, including on the proposed new provincial web portal.

The work of the Council and its partners in this area should not end at the moment when quality indicators are published. Measurement and review must lead to improvement. Analysis of results and the factors that contributed to successes or failures, sharing of best practices, and design of new and better approaches to the delivery of higher education are all important ongoing activities. These can take place at various levels – provincially, institutionally, in program areas or focused on the needs of specific student groups.

### *Results*

- *Expansion of quality measurement – including the student experience – leading to a comprehensive framework for quality assurance.*
- *Continuous improvement towards the attainment of broadly understood priority results.*
- *Public reporting on sector, institutional and program-level quality and performance that provides meaningful information to help students make educational choices, and contributes to greater public confidence in higher education.*

### *Rationale*

The case for quality assurance was stated in a previous section of this report, introducing the new Council on Higher Education. To be a world leader, Ontario's higher education policy framework must contribute to meaningful results. Funding arrangements must reflect the efforts required to achieve those results across a wide range of student, program and institutional characteristics. Institutional program offerings and student services must demonstrably add significant value to the lives of individuals and the long-term economic and social health of the province.

A comprehensive approach should take time to build in order to get the job done right. Everyone wants quality, but there is little agreement on how to measure it meaningfully. There is a healthy fear about wasting effort or measuring the wrong things or interpreting them in the wrong way. There is a need to carefully balance competing interests: local flexibility versus cross-provincial and cross-jurisdictional comparisons; quantitative versus qualitative measures; and absolute outcomes versus measurement of the value that was added.

The need to do all of this publicly, with published results that students, institutions, government and the public will all see and use, makes it even more critical to do it well.

The rationale for starting right away by focusing on student engagement through NSSE/CCSSE is primarily to provide feedback on an area of vital importance, so that institutions can start planning to make improvements based on evidence. This tool has already shown its effectiveness in contributing to the understanding of a core objective, namely students' learning experiences. From there, the framework can be established in stages, as different elements are developed.

It is clear that the availability and quality of student services has a significant impact on student experience and success at postsecondary institutions. The Review heard calls for improving the quality of student services including: co-locating institutional and student-run services in student centres, and opening up opportunities for students to participate, volunteer and work in this area.

Data collection will be a challenge in this exercise. Over the course of this Review, it has become clear that there are some significant gaps in knowledge of the system (what it looks like) and its impacts (what it does). The selection of quality measures will either be constrained by current data limitations, or will require collection and analysis of new data, which will take time to accomplish with rigour.

## 9. Experience Abroad

**In co-operation with the institutions and with the support of the private sector, establish an Ontario International Study Program to increase the opportunities for Ontario students to complete a portion of their studies abroad.**

### *How It Will Work*

A new $5 million Ontario International Study Program fund should be created in 2005-06, rising to $10 million in 2006-07. The federal government should also be encouraged to participate.

Funding would be made available to institutions to support students who study for a semester or more at an institution outside Canada. The institutions would guarantee appropriate credit recognition for the courses students complete successfully.

Proposals for funding would focus on direct supports to help students with the additional costs of studying abroad. Proposals could be strengthened by pledges of matching contributions from partnering institutions or private donors.

Eligible opportunities could involve the negotiation of an agreement between the student's home institution in Ontario and partnering international institutions. Wherever feasible, these could be two-way agreements, creating reciprocal opportunities for international students to study in Ontario. Other eligible arrangements might involve the opportunity to study at an international campus of the home institution. Another model would provide supports to students who create their own international study opportunity, and need pre-approval of credit recognition.

To further open access to international opportunities, both levels of government should re-examine student aid for international studies with regard both to program eligibility and to recognition of the additional costs associated with international studies.

### *Results*

- *More Ontario students able to benefit from studying abroad while progressing towards timely completion of their studies.*

### *Rationale*

International study is intensely enriching. Participating students benefit from a broader education experience. Home and host institutions benefit from a more diversified student body. Ontario benefits from stronger ties and contacts with the rest of the world and citizens with a better understanding of global issues.

Many institutions already offer international exchanges within their program mix. In addition, a number of organizations promote and support international exchanges, including the Association of Universities and Colleges Canada, the Canadian Bureau for International Education, and the Canadian Information Centre for International Credentials.

The cost of studying abroad can be prohibitive and, depending on the nature of the arrangements made in each particular case, government financial aid for studies abroad can be more limited than for domestic studies. Some institutions are already organized to provide assistance to students participating in international programs. Assistance from the proposed fund, institutions and donors will be important to help ensure equitable access to participation.

## 10. International Students

**Pursue marketing efforts, jointly with the sector and the federal government, to ensure that Ontario remains an important "educational destination" for international students. Encourage the federal government to allow international students in Ontario to obtain off-campus work permits.**

### *How It Will Work*

Building on existing efforts, Ontario should work in partnership with institutions, umbrella organizations such as the Association of Universities and Colleges of Canada, and the federal government to help develop a comprehensive strategy for marketing Ontario's higher education sector abroad. Such a strategy would focus on the competitive advantages of pursuing higher education in Ontario, promoting such things as quality and reputation, accessibility, affordability and the recognized value of qualifications obtained at Ontario's institutions. The proposed web portal would assist in the marketing aspect of this strategy.

Ontario should aggressively pursue with the federal government changes to allow international students to obtain off-campus work permits in Ontario. This measure should be in effect for the academic year 2005-06. It would be modelled on agreements already in place in Manitoba, New Brunswick and Quebec.

### *Results*

- *More international students choosing to study in Ontario.*

### *Rationale*

According to the Conference Board of Canada, global demand for international higher education is set to grow from 1.9 million international students today to 7.2 million international students by 2025.

Students from other countries who study in Ontario help promote our international reputation, contribute to future trade and economic development opportunities, bring expertise – including high quality researchers and graduate students – to Ontario, and enrich the postsecondary experience for all students.

Other jurisdictions have moved more quickly, with government leadership and funding at the national level, to create broader marketing and accessibility strategies to attract international students. The United States receives the largest share of the global total (30%), followed by the United Kingdom and Germany (12% each), Australia (10%) and France (9%). By contrast, Canada's total share of postsecondary international students is less than 1% (of which about 40% come to Ontario).

Ontario's public universities educated about 24,000 international students in 2003-04, or about 6% of total students. Our public colleges educated about 6,000 international students, or about 4% of total students.

In the 2004 Ontario Budget, the government provided $1 million, beginning in 2004-05, to help Ontario market its postsecondary system abroad. This budget initiative provides a foundation for the expansion of collaborative marketing between Ontario, its institutions and the federal government.

To assist international students with meeting the costs of their education, federal rules make them eligible for on-campus work permits while they are here to study. It would be helpful to extend eligibility to off-campus jobs as well.

# GOAL: Opportunities for More People

## *STRATEGY 3: Reach out to and expand the opportunities for those capable of participating in higher education.*

### Recommended Actions

### 11. Better Information

**Set up and maintain a consumer-friendly web portal for domestic and international students and their families as a source of current information on the labour market, postsecondary institutions and programs, admissions and student aid.**

*How It Will Work*

This is about creating a single electronic doorway to higher education in Ontario – open to the world, comprehensive in scope, highly accessible by design.

A prospective student will be able to retrieve information on program offerings across Ontario from apprenticeship through to the doctoral level. The information will include entrance requirements, costs, linkages to other program options, quality assurance measures and related labour market and employment opportunities. It will be sortable, to display whatever combination of attributes the user wants to look at.

Students from underrepresented groups or with special needs will be able to see what tailored supports and opportunities are available to them. International students will be informed about and attracted to Ontario's higher education system. Internationally trained workers will plot a course through the process of language acquisition, skills upgrading and entry to the job market.

Through links to other sites, students will have full access to transact business online – from their initial application through to the ordering of final transcripts.

Guidance counsellors will have access to up-to-date information to support students in making good choices about their future pathways through post-secondary education.

The public will be able to review government higher-education-policy and funding arrangements, institutional multi-year plans, quality assurance measures and results, and financial information about institutions and the system as a whole.

These are illustrative examples. The full potential of the portal will be the product of many creative minds, motivated by a common goal of serving users' needs.

Government should contract with a delivery partner to design, develop and construct the web portal, and widely promote the new resource to students, parents, schools, employers and the public, both domestically and abroad.

Construction of the portal will involve partnerships with all major stakeholders – institutions, application centres and governments and their agencies, including the new Council on Higher Education.

It will incorporate existing data and web content, as well as new tools to address the recommendations in this report. Funding will be required for the central development of the portal, as well as for the related development costs of other partners who need to adapt their sites and content to integrate seamlessly with it.

To be successful, this project should never be static – the portal must be continually updated and improved with fresh content.

The Independent Learning Centre at TVOntario has constructed the CareerMATTERS website, which helps students chart a path through educational choices in high school and on to successful entry to higher education. While not nearly as comprehensive as the vision outlined in this report, CareerMATTERS demonstrates the kinds of approaches and information that could be adopted as a starting point. TVOntario should participate in this project.

A powerful web portal is only one tool in the effort to ensure that prospective students and the public have the information they need about higher education in Ontario. It will be used in combination with other strategies recommended in this report, such as marketing to international students and outreach into high schools to implement the Learning to Age 18 commitment.

### Results

- *Students, parents, schools, guidance counsellors, employers, adult learners and immigrants have access to a single source of information about postsecondary study options, career choices, labour market information and sources of financial assistance.*
- *International students have access to good information about Ontario's postsecondary education system, and internationally trained workers are better informed about pathways through training, credential recognition and workforce entry.*

### Rationale

The value of web-delivered content is self-evident. Every partner in higher education delivers content on the web. But collectively Ontario is far from realizing the full potential of electronic information delivery. There is capacity to synthesize information into powerful combinations that are user-focused. To date, navigation across organizational boundaries has been difficult. The Review heard a plea for information that is organized from a user's point of view, rather than from the multiple viewpoints of different content creators. This recommendation seeks to address that plea.

In various recommendations, this report aims to provide greater transparency and information disclosure about higher education, and create opportunities to market Ontario to prospective students. The web portal serves both of these ends. Better information will reveal a system moving aggressively on its three goals: great education, improved opportunities for more people to attend and a secure future for higher education.

A particular emphasis of future marketing and informational efforts must be to increase the participation and success of traditionally underrepresented groups. Web-based information about the doors opened by higher education and supports to participation are critical elements of outreach to meet these goals.

## 12. Participation Targets

**Set medium- and long-term targets for growth in participation in higher education, including the participation of students from underrepresented groups.**

*How It Will Work*

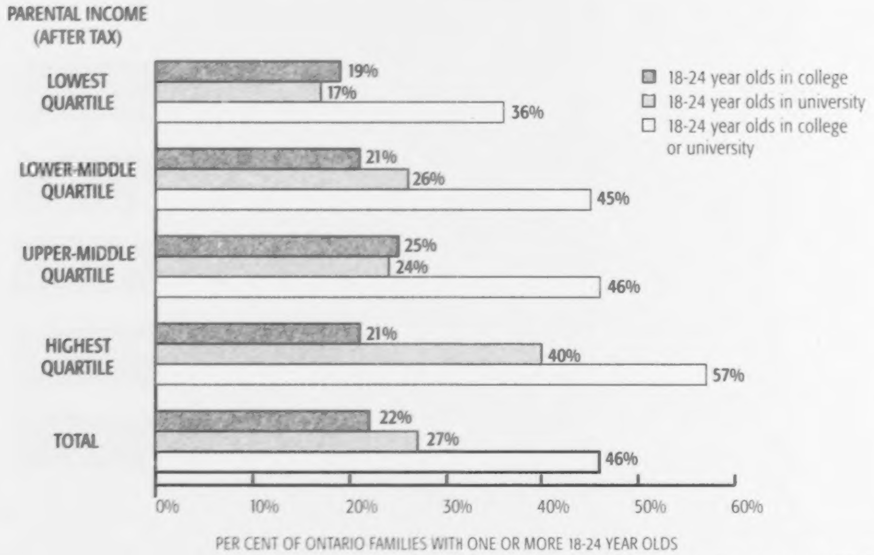
The Council on Higher Education, in consultation with government, colleges, universities and community and business partners, will set overall participation targets for postsecondary education in Ontario. Targets will also be set to meet strategic objectives to move Ontario towards more equitable participation by underrepresented groups, including students from low-income families.

Government must also begin work immediately with institutions to ensure that data on enrolment of underrepresented and targeted groups can be accurately collected and reported. Over the longer term, the government could consider using its "Ontario Education Number" – a unique student number that could track Ontarians from their first contact with school through their entire educational and training career. The benefit would be a very complete and accurate picture of educational pathways, transitions, participation rates and outcomes for the province.

Institutions will contribute to the achievement of provincial participation targets by establishing enrolment targets in their multi-year plans. These will include strategies to increase the participation of underrepresented groups, appropriate to the institution's mission, location and areas of strength, both in terms of academic programming and student services and supports.

Government will require institutions to report on the progress being made in

**PARENTS' INCOME INFLUENCES PARTICIPATION IN HIGHER EDUCATION**



**Souce:** *Statistics Canada, Survey of Labour and Income Dynamics (SLID), 2000* improving student access, with particular emphasis on increasing enrolment for students from low-income families and underrepresented groups. Government will, of course, also report on progress towards meeting overall provincial targets.

Meeting targets requires work on both sides of the demand-supply equation. On the demand side, institutions will need to adopt the strategies outlined in the pages that follow to motivate and enable more people, particularly individuals from traditionally underrepresented groups, to participate in higher education.

On the supply side, multi-year plans will need to address the reasonable operating and capital funding associated with the facilities, services and teaching resources necessary to increase participation.

### *Results*

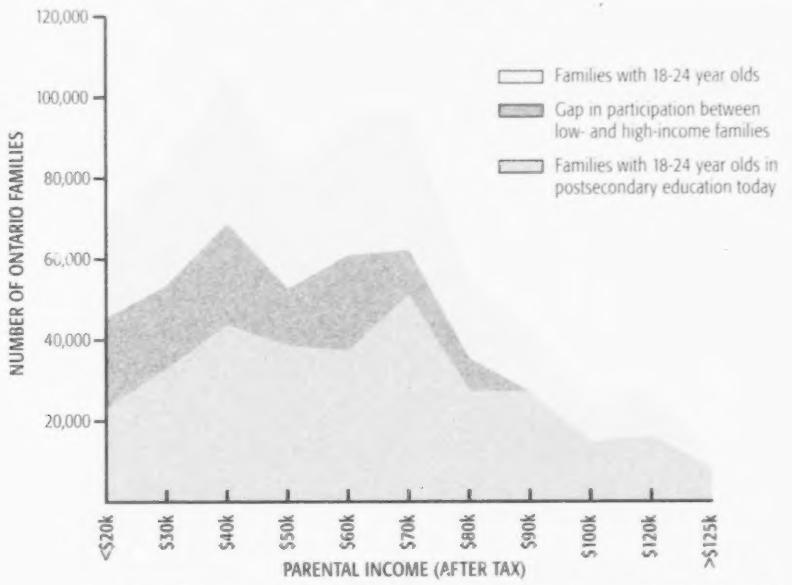
- *Increase Ontario's postsecondary education participation rates against provincial targets.*

### *Rationale*

The federal government estimates that up to 70% of all future jobs created in Canada will require some postsecondary education. With a current participation rate of around 40%, Ontario must take a more active approach if it is going to meet its labour market needs and improve its economic performance.

Postsecondary education enrolment is concentrated in individuals aged 18 to 24. The Ontario Ministry of Finance projects the Ontario population in this age group will continue to increase steadily each year until 2014, as the "baby boom echo"

**CHILDREN FROM LOW- AND MIDDLE-INCOME FAMILIES ARE LESS LIKELY TO PARTICIPATE IN HIGHER EDUCATION**



**Source:** *Statistics Canada, Survey of Labour and Income Dynamics (SLID), 2000 (Ontario families with one or more 18-24 year olds)* moves through this age bracket. If participation rates continue to increase, this will be the most educated generation in Ontario's history.

Access to postsecondary education is decidedly unequal. Many groups face significant barriers to participation and are underrepresented. This is of course a disadvantage for members of these groups. It is also a barrier to realizing Ontario's economic and social objectives.

### *Socio-Economic Background*

The national *Survey of Labour and Income Dynamics (SLID)* provides data on postsecondary participation. SLID data shows that among Ontario families with 18- to 24-year olds, participation in postsecondary education increases steadily as parental income increases. The increase is driven mostly by university participation: 18- to 24-year olds from the highest income quartile are more than twice as likely to attend university as those from the lowest quartile.

## 13. Aboriginal Students

**Enhance the Aboriginal Education and Training Strategy, target growth in the professions and skilled trades and extend support to Aboriginal Institutes for recognized postsecondary programming.**

**To ensure the success of these initiatives, establish an advisory committee to the Minister of Training, Colleges and Universities on Aboriginal postsecondary education, comprised of representatives from the provincial and federal governments, First Nations governments, Aboriginal communities, schools and postsecondary institutions.**

### *How It Will Work*

For more than a decade, Ontario's *Aboriginal Education and Training Strategy* has helped increase Aboriginal participation and completion rates in higher education. The strategy provides funding for colleges and universities to enhance programming and support services tailored to the needs of Aboriginal students. It provides program development funding to Aboriginal institutions that have an educational agreement with a publicly assisted university or college. Annual funding under the strategy and related provincial programs for Aboriginal students and institutions has been frozen at around $7 million per year since 1999.

The government should increase its investment under the Strategy immediately by $7 million and a further $8 million by 2007-08 to further expand programming and supports for Aboriginal students. New funding would build on the Aboriginal community's current success in skilled-trades training, and expand opportunities in the health, teaching and other professional programs.

A portion of this funding should be dedicated to the creation of a pre-medical program for Aboriginal students, modelled on the success of similar programs in other provinces, to help redress the shortfall in practising Aboriginal doctors in Ontario. A portion should be used to begin collecting information on progress and results.

Ontario should urge the federal government to begin allocating its $700 million 10-year commitment to promote Aboriginal health care and expand educational opportunities for Aboriginal health care workers.

Government should provide new funding to Aboriginal Institutes and work with them and other institutions on ways to improve their capacity to deliver high-quality postsecondary programs, improve credit recognition and ensure that institutional credentials have currency with employers. In time, this could include an examination of opportunities to offer more diploma and degree-level programs. Aboriginal institutions should be subject to similar accountability and results measurement requirements as other postsecondary institutions.

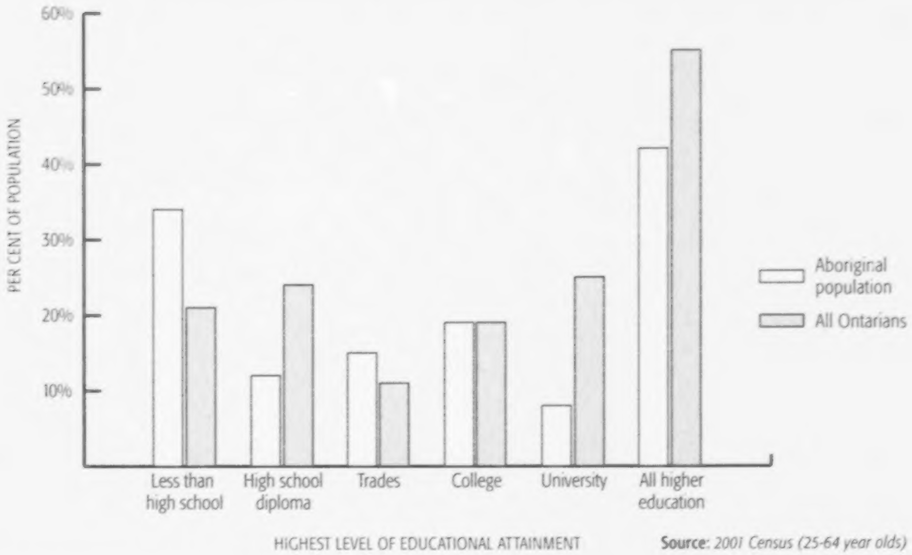
All new funding should be tied to results, including improved student access and success, and stronger partnership arrangements between the educational institutions.

To help ensure ongoing success for Aboriginal students, an advisory committee to the Minister should be established to:

- undertake research in areas relevant to Aboriginal learners, including the teaching of Aboriginal knowledge;
- further improve access and successful outcomes for Aboriginal students moving from high school to postsecondary education;
- advise on the introduction of new programs, especially in health care and other professions;
- seek ways to enhance federal funding to meet the growing demand for Aboriginal student assistance.

The federal government has primary responsibility, and remains the major funder, for the postsecondary education of status Indian students. It is critical that the federal government be a partner in the proposed advisory committee to allow for the ongoing constructive review of the levels and interaction of the major funding sources. For example, it will be useful to examine options on how best to extend technology-enhanced learning to Aboriginal students living on isolated reserves in Northern Ontario, and use new federal funding for health care education opportunities.

**ONTARIO'S ABORIGINAL POPULATION IS LESS LIKELY TO HAVE DEGREES**



**Source:** *2001 Census (25-64 year olds)*

### *Results*

- *Increased Aboriginal enrolment in higher education programs, especially in skilled trades, selected health and other professional programs.*
- *Higher satisfaction and graduation rates.*
- *Better collaboration among Aboriginal Institutes, governments, and college and university partners to improve standards and quality of program delivery.*

### *Rationale*

According to the Assembly of First Nations, over 10,000 Aboriginal students across Canada are not able to access sufficient federal funding to allow them to go on to postsecondary education.

Aboriginal participation in higher education is growing but still lags. Research shows that only 42% of Aboriginal peoples in Ontario have obtained a postsecondary qualification, compared with 55% for the general population.

The Aboriginal youth population is growing rapidly. The federal government predicts a 25% increase in Ontario's Aboriginal population by 2021. Children and youth comprise almost half of Ontario's Aboriginal population (46%). In northern Ontario, against a backdrop of an overall decline in population, the Aboriginal population grew by 6% between 1996 and 2001. Creating opportunities for these young people also creates opportunities for northern institutions and communities.

During the consultative phase of the Review, Panel members heard concerns that while more Aboriginal peoples are enroling in higher education, retention rates and completion rates need to be addressed. Good data about Aboriginal participation and completion is lacking – this is why some of the proposed additional investment should go to improving data collection.

The proposed advisory committee will be able to assist in the identification of additional strategies and investments to increase success for Aboriginal students. In 1991, the establishment of the Aboriginal Education and Training Strategy in Ontario included the creation of the Native Education Council to advise the Minister on all aspects of Aboriginal postsecondary education, including Aboriginal programs and services, and the implementation of the AETS. The Council was eliminated in 1996.

Aboriginal Institutes have provided access and opportunity for Aboriginal students in their communities for over 20 years. Nine Aboriginal Institutes have formed a consortium and the institutes work closely with colleges and universities to deliver a number of postsecondary programs.

## 14. "First Generation" Strategy

**Assist students who are the first in their family to participate in higher education through: early outreach to such families with children in elementary and secondary schools to stimulate interest in and planning for higher education, and through ongoing supports for first generation students once enroled in a postsecondary program.**

### *How It Will Work*

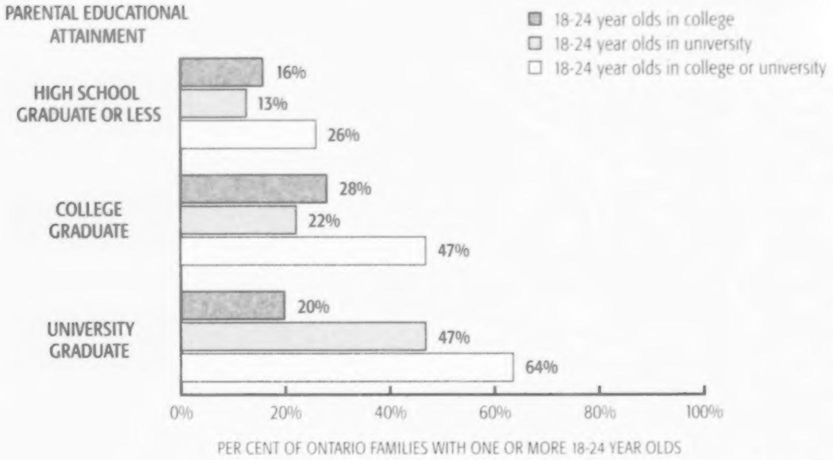
Odds are that if you went to college or university, other family members went before you. They paved the way. They showed you the value of postsecondary education at a young age. They let you imagine going yourself someday. They made you want to go, and they made you feel proud about wanting to go.

That's a huge advantage. And this is about sharing that advantage with young people from families where no one has gone before. Where there are no role models and modest expectations. Young people who would be the first generation in their family to attend a college or university. Young people who would in turn change expectations in their families for future generations. This is about breaking the mold.

Colleges, universities and school boards will reach out aggressively to potential first generation children at elementary schools and high schools and in the community. Student ambassadors – including postsecondary students who are themselves first generation attendees – would visit schools as role models. They would spend time with children who otherwise lack sufficient exposure to the idea of entering a postsecondary program. In part this involves providing basic information about postsecondary options, about how to prepare to go and about the assistance available to do so, and about the career options higher education opens up. In larger part, this is about building the motivation, expectation and confidence to pursue those options. Student ambassadors will also provide academic tutoring to first generation students in elementary school, high school and at postsecondary institutions.

This should begin at a very early age – right in elementary school. It should be part of the K-16 strategy described elsewhere in this report. It should involve schoolteachers and guidance counsellors. The Ministry of Education and the Ministry of Training, Colleges and Universities should work with stakeholders to ensure that expectation building is a cultural value in the school curriculum.

**PARENTS' EDUCATION INFLUENCES PARTICIPATION IN HIGHER EDUCATION**



**Source:** *Statistics Canada, Survey of Labour and Income Dynamics (SLID), 2000*

It is as important in creating equality of opportunity for all children as great instruction in reading, writing and math. In fact, it may provide some of the very motivation children need to focus on these core subjects.

Outreach should include the families of first generation children as well. Families who need help to embrace a new vista for their children. Families who need to be shown how Learning Bonds and student assistance can make higher education costs manageable.

Support for first generation students should not end when they make the decision to go on to higher education. Enhancements to student aid, improvements to student services and supports at colleges and universities, including transition, orientation and academic tutoring, are all important services that contribute to successful outcomes for these family pioneers once they arrive on campus.

To implement the First Generation Strategy, the government should provide funding of $5 million per year beginning in 2005-06. In allocating this funding, special attention should be paid to the additional costs of providing this important outreach to the francophone community.

Efforts should be made to reach out to private donors and corporations, some of whom are already involved in similar types of programs at the local level, to determine how best to support comprehensive approaches in every community across Ontario.

To facilitate the deployment of student ambassadors, the government should make Ontario Work Study Plan (OWSP) funding available to pay ambassadors for their work with school children and for those who provide academic counselling to their first generation peers at schools, colleges and universities, beginning in 2005-06. OWSP should be modified to cover the full cost of ambassadors' work assignments, instead of the usual 75:25 cost sharing arrangement with institutions.

### Results

- *More first generation students successfully completing high school and going on to success in higher education.*
- *More first generation families aware of the benefits of higher education, and the ways to help their children succeed, including options for financial savings towards higher education.*

### Rationale

Individuals whose parents are university or college-educated are significantly more likely to go on to postsecondary studies than those whose parents have a high school diploma or less. Entire families can remain excluded over generations. In Ontario, an estimated one in three children under the age of 18 in 2001 were from lone-parent or couple-parent families where no parent possessed postsecondary experience.

First generation children represent a large portion of high school entrants who do not go on to postsecondary studies. They represent many of the traditionally underrepresented groups that are a focus in this report: low-income Ontarians, Aboriginal peoples and many racial minorities.

## 15. Students with Disabilities

**Require institutions to reach out to students with disabilities at their schools and in their communities to ease the transition to postsecondary education. Provide funding for enhanced academic and career counselling on campus. Allow for the evolution of centres of research and service excellence and distribute funding to institutions for supports and services on the basis of the size of a given institution's population of students with disabilities.**

### *How It Will Work*

Institutions have worked hard, with leadership from their Offices for Persons with Disabilities, to reduce the barriers to success faced by students with disabilities. There have been good outcomes for students from this work. Now we need to do even more.

Institutions need to increase outreach to high schools, as they will also be doing through the First Generation Strategy, K-16 Councils and Learning to Age 18 proposals in this report, to encourage students with disabilities to participate in higher education and to ease the transition.

Early identification of students' needs and better partnerships between school board staff and student services at postsecondary institutions will lead to better transitions as students arrive on campus, and a more seamless continuation of specialized services. Improved teacher training will result in better understanding of the unique needs of students with disabilities.

Better coordination between institutions' financial aid offices, registrars' offices, and offices for students with disabilities will also lead to an improved level of service once students have arrived.

Institutions also need to focus on the transition to work for their graduates with disabilities. Institutions need to dedicate staff resources at their career centres to help students with disabilities obtain job information, make connections with employers, overcome perceptions and stereotypes, and transfer any necessary supports. Students with disabilities can benefit from in-school work experience opportunities through summer and part-time work, job-shadowing, and co-op courses.

Ontario currently funds a targeted $17 million operating grant to support students with disabilities. To enhance these efforts, the government should add an additional $5 million to this amount in each of the next three years.

The government should also work with institutions to change the distribution methodology for its targeted operating grant. Currently, each institution's share of funding is based on its overall student enrolment. It should be based on the number of students with disabilities enroled and the costs associated with providing the needed support services to those students. That way, the money more closely reflects the level of service required at each institution.

The distribution formula should also support the development of centres of excellence and research at leading institutions, such as the Glen Crombie Centre at Cambrian College. The recently announced Minister's Postsecondary Advisory Committee on Disability Issues could undertake to identify and disseminate best practices from leading institutions for the benefit of students with disablities and service providers across the province.

Lastly, government's overall operating grant distribution formula, student assistance rules and tuition policy frameworks must be sensitive to the unique circumstances of students with disabilities, recognizing that for some, the longer time required to complete their studies results in higher costs to both students and institutions.

## Results

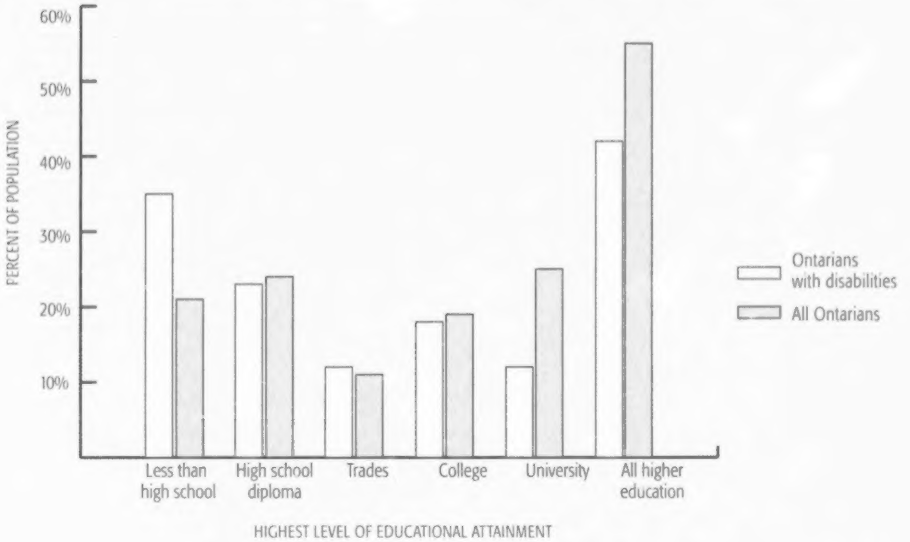
- *Improved awareness and sensitivity to the needs of student with disabilities on college and university campuses.*
- *Easier transitions from community or high school to higher education and the job market.*
- *Better, targeted funding to institutions that reflects the levels of support provided.*

## Rationale

Overall, 13.5% of Ontario's population reports living with a disability. Twelve per cent of adults with disabilities have university degrees in Ontario, compared to over 25% of all adults. About half of adults with disabilities are not in the labour force in Ontario, compared to 19% of other adults. For adults with disabilities in the labour force, the unemployment rate is almost twice the average for other adults and average income is only two-thirds that of other adults.

Persons with disabilities can face formidable barriers to accessing postsecondary education. These can include inadequate financial support, physical inaccessibility, lack of understanding of learning disabilities, cumbersome and time-consuming processes associated with registration and accessing disability support services, and negative attitudes. Feedback from students with disabilities at Review consultations confirmed that faculty,

**ONTARIANS WITH DISABILITIES ARE LESS LIKELY TO HAVE DEGREES**



**Source:** *Statistics Canada, Census of Population 2001 (25-64 year olds)* administration and other students often lack awareness of their needs. Many called for better understanding of the rights and responsibilities of all parties under the Ontario Human Rights Code.

The Ontario Human Rights Commission's disability policy affirms that accessibility for postsecondary students with disabilities goes beyond physical accessibility, to include accessible curricula, delivery and evaluation methodology and supports and accommodations, to ensure students with disabilities have equal opportunity in their education.

The recently introduced *Accessibility for Ontarians with Disabilities Act, 2004*, if passed, would require Ontario colleges and universities to implement identified measures to improve accessibility within a legislated timeframe.

About 24,300 persons with disabilities are enroled at Ontario's colleges and universities, representing five per cent of total enrolment. Postsecondary education institutions have developed a wide range of delivery approaches to meet their obligations to accommodate students with disabilities. About 4,500 individuals receive an Ontario Bursary for Students with Disabilities.

The Minister of Training, Colleges and Universities recently announced an Advisory Committee on Disability Issues, to advise the Minister on:

- education-related disability issues affecting postsecondary students with disabilities to ensure the impact of the ministry's funding in support of students with disabilities can be maximized;
- priority research initiatives that could be undertaken.

## 16. Promote Saving

**Finance an Ontario Learning Bond program to encourage saving for higher education by low-income families so that parents can prepare for and contribute financially to their children's future college or university education.**

### *How It Will Work*

Beginning in 2005-06, the Ontario government should begin matching federal RESP (Registered Education Savings Plan) contributions made under the *Canada Learning Bond*. Once an RESP has been established for the child, Ontario would contribute an initial $500 for the first year of entitlement, and an additional $100 for each subsequent year of entitlement until the child turns 15, to a maximum total benefit of $2,000 per child.

The Ontario government should work with the federal government to streamline administration, and on a joint marketing program.

The new Learning Bond will become a tangible benefit to support outreach aimed at increasing participation rates among first generation families and low-income Ontarians.

The federal government introduced the *Canada Learning Bond* for children born after 2003. Entitlement in any given year is linked to the family's entitlement to the National Child Benefit Supplement. In 2002-03 about 952,500 Ontario children received the supplement. Matching the federal contribution rules means that close to one million Ontario children may be eligible for a maximum $4,000 lifetime contribution to their RESP.

### Results

- *More low-income families saving for their children's postsecondary education.*
- *Raised aspirations and expectations for children of low-income families to participate in postsecondary education.*

### Rationale

There are strong correlations between family income and children's postsecondary participation rates, between parental educational attainment and participation rates, and between family income and parental educational attainment. This needs to change.

Students from low-income families may not consider participating in postsecondary education because they are concerned with high costs and are debt averse. It is simply unrealistic to expect low-income families to be able to set aside significant savings for postsecondary education without help. Statistics Canada reports that fewer than one-fifth of families with incomes of less than $30,000 are saving for their children's postsecondary education, compared with about two-thirds of families with incomes over $80,000.

Contributors to RESPs are able to trigger a 20% federal top-up to their contribution – called a Canada Education Savings Grant. However, lower-income families generally lack the means to contribute to plans in the first place, and are therefore denied the top-up.

The introduction of the *Canada Learning Bond* in 2003 overcomes that limitation. Eligibility is based on family income, and is not dependent on a contribution by the family.

Ontario can double the benefit of this approach by mirroring the federal program's design and in effect doubling the total contribution. The maximum earnable lifetime government contribution under the proposed combined federal-Ontario grant of $4,000 constitutes a significant start to meeting the costs of postsecondary education. In combination with higher family savings, ambitious participation targets, a First Generation Strategy, enhanced student assistance and better information, the new program will lead to improved postsecondary participation rates for students from low-income families.

# GOAL: Opportunities for More People

## *STRATEGY 4: Make higher education affordable for students and their families.*

### Recommended Actions

### 17. Up-Front Grants

**Remove barriers facing low-income students and their families by:**

- **introducing a provincial grant for low-income students to cover tuition and compulsory ancillary fees for the first four years of study to a maximum of $6,000 per year. Institutions that set higher fees will be required to provide grants to cover any additional amounts for students in need;**
- **calling on the federal government to recognize living costs fully and introduce a substantial program of federal grants towards living expenses for low-income students, high-need students and students with dependents;**
- **providing support to Ontario Works recipients to enrol in postsecondary programs.**

### *How It Will Work*

*Low-Income Tuition Grants*

Starting as soon as technically feasible and no later than 2006-07, the government should introduce a system of up-front grants for low-income students. These low-income tuition grants would fully offset tuition for an estimated 65,000 students from the lowest-income families. Another 30,000 students would receive partial grants.

These grants, combined with other recommendations made elsewhere for outreach to low-income students earlier in their lives, would address entrenched barriers to access to postsecondary education.

The grants would be provided up front. They would be available during the student's first four years of study at a university or a college of applied arts and technology. For dependent students, qualifying would be simple, with eligibility based on the previous year's parental income.

Dependent students from families with net income low enough to qualify for the National Child Benefit Supplement would be eligible for up-front grants. For families with income below $22,615, the grant would cover their tuition and fees up to $6,000 per year. Families with incomes between $22,615 and $35,000 would receive a partial grant on a sliding scale. The minimum grant provided would be $500.

To make sure that up-front grants and loan assistance are targeted to those who need it most, the definition of dependent student should be changed to include single students aged 25 and under, and in first-degree or college programs. The federal government should be asked to make the same change to the Canada Student Loan program.

Students who are not considered dependent – those who are married or have children, or who are over age 25, or crown wards – would also be eligible for full or partial grants, if the student's (and his or her partner's) net income is below the eligibility thresholds, and after further review of the student's other financial resources.

In time, the new system of up-front grants should entirely replace the Ontario Student Opportunity Grant (OSOG), the current loan remission program run by the province. However, until a system of federal living grants is put in place, the loan remission must be maintained to limit the debt load of high-need students, particularly those who have higher living costs because they have dependents of their own.

*Institutional Grants*

Postsecondary institutions that charge more than $6,000 per year in tuition and compulsory ancillary fees would be required to cover the additional charges for students in need.

If a student entering a high-fee program qualifies for a low-income tuition grant from the province, the student's institution would automatically be expected to provide an institutional grant covering fees in excess of $6,000 per year.

Students who do not qualify for low-income tuition grants may still not be able to afford programs with higher tuition fees. The institutional tuition grant would also be provided to any student who, based on the Ontario Student Assistance Program (OSAP) needs assessment, does not have sufficient financial resources to pay for the extra tuition being charged above $6,000 per year.

*Example:* Lisa is from a single-parent family. Her mother earned $20,000 last year and, after deductions, reported $19,000 in net income in line 236 of her tax return. Lisa is accepted into an Electrical Engineering program, which charges tuition and fees of $7,900. She qualifies for the maximum tuition grant of $6,000 from the province plus an institutional grant of $1,900 from the university and as a result her tuition is reduced to zero. In addition, she will qualify for assistance for her living and other education-related costs.

To maximize their effect in promoting access, institutional tuition grants should be credited directly against students' tuition. This avoids creating an out-of-pocket expense at a time when students do not have the money to pay for it.

The current requirement that institutions set aside 30% of the revenue from tuition fee increases should be discontinued. Each institution will simply be responsible for setting aside enough money to meet the student assistance entitlements generated through the OSAP need assessment for institutional grants.

*Federal Government*

Tuition policy is the province's responsibility. Ontario should also be responsible for providing student aid in respect of tuition-related costs. The federal government should take the lead in supporting students with their living expenses.

The provincial government should immediately initiate discussions with the federal government and call on it to introduce a substantial program of targeted federal grants for living expenses. This would reinforce the provincial commitment to low-income students.

To any student with family income low enough to qualify for a provincial low-income tuition grant, the federal government should make a federal grant available towards living costs, thereby ensuring consistent treatment and keeping student debt to a minimum.

This clarification of roles will make student aid easier to administer, easier to understand, and more accountable. It will be clearer to the public how well each level of government is doing in meeting students' needs.

As part of the shift in responsibilities, the federal government will need to start recognizing that living costs vary considerably from student to student, depending on their family situation. Currently the Ontario Student Loan (OSL) program has a higher loan limit for married students than for single students, but the federal plan does not. It is recommended that the extra living costs of married and sole-support students be met through new federal living-cost grants.

### *Ontario Works*

Starting immediately, the provincial government should start providing better support to Ontario Works (OW) recipients who enrol in postsecondary programs.

This report recommends immediate changes to allow sole support and married students who are OW recipients to continue to receive income support and associated benefits while in school. These students would still be eligible for student aid, but their student assistance for living costs would be reduced by non-repayable OW benefits received while they are studying.

### *Results*

- *Reduced financial barriers and more opportunity for qualified people from less privileged backgrounds.*
- *Clear institutional responsibility for student aid when fees are increased.*
- *Tuition for lowest-income students waived regardless of how high a fee is set; fees reduced for other low-income students.*
- *More support for sole-support and married Ontario Works beneficiaries who go back to school.*
- *Less federal debt for students and more grants to cover living costs.*
- *Clear federal, Ontario and institutional responsibilities in student aid, making it more understandable and accountable to the public.*

### *Rationale*

Students from low-income families are the ones most likely to have trouble affording postsecondary education without government help.

Family income is a real challenge to participation. Based on Ontario data from the *2000 Survey of Labour and Income Dynamics*, the odds that a young person attends university increased by roughly four percentage points for each additional $10,000 per year of parental earnings.

Low-income students are more concerned about debt than their peers in middle-income families. The *2003 Ontario College Applicant Survey* (Acumen Research Group) showed that those from lower-income households expect to accumulate more debt, and report significantly higher levels of concern about not having enough funds to complete their education, about their level of debt upon graduation and about their ability to repay their debts within a reasonable time frame.

Low-income grants would remove the disincentives associated with loan-based assistance, even with "back-end" loan remission.

Using a standardized OSAP needs test to determine institutional aid for tuition above $6,000 means that low-income students in these programs can expect the same degree of help regardless of where they study.

Before 1996-97, welfare recipients registering for postsecondary education received a combination of non-repayable welfare benefits for their living costs plus student loans towards the costs of books and tuition. In 1996-97 this arrangement was replaced with the current one, under which OW recipients finance all of their living and educational costs through Canada and Ontario Student Loans when they attend postsecondary education.

It is evident that many Ontario Works recipients who have gone back to school are having trouble under this arrangement. Some have difficulty because going back to school means losing access to OW benefits such as the winter clothing benefit. Others experience disruptions to income between school terms as they have to complete the paper work to re-qualify for benefits. Some run into trouble because OSAP is supplied in two large lump sums, which makes managing within a tight budget especially difficult. Students who do not complete their programs are ineligible for debt reduction through the OSOG, and their loans must be repaid in full.

The number of sole-support parents who receive OSAP for college and university studies has declined from over 12,000 before the 1996-97 changes, to 7,300 today.

Restructuring student loan assistance into two parts – tuition and living aid – would follow the example of various other jurisdictions that organize student aid this way, such as Australia and Britain. It would make student aid easier to understand and administer, and would help the public assess how well governments meet their obligations to students.

## 18. Enhanced Access to Loans

**Reduce financial barriers facing students by:**

- **increasing the total loan amount available to students to better recognize living and education costs;**
- **increasing provincial student loan limits to cover the first $6,000 of tuition and compulsory ancillary fees for students who have financial need but are not eligible for the new provincial grants, and requiring institutions that charge more to provide grants to students who do not have the financial resources to cover the additional costs;**
- **reducing the contribution parents are expected to make towards their children's education when determining eligibility for Canada and Ontario Student Loans;**
- **extending supplemental loans to help parents meet their expected contributions, up to the full amount of tuition and compulsory ancillary fees; in cases where parents refuse to provide the required assistance, the loan may be transferred to the student upon appeal.**

## How It Will Work

### *Increase Loan Amounts*

In 2005-06, the provincial government should take the first of two steps to implement long-overdue increases to its weekly loan limit for single students and improve the adequacy of loan assistance from Ontario. Ontario's weekly limit for single students should go up to $140 per week from $110. This increase would be in line with the increase expected to the Canada Student Loan (CSL) weekly loan limit. (The federal limit will increase by 27%, to $210 per week from $165 per week.)

Ontario already has a much more generous weekly loan limit for married and sole support students of $335 per week.

As a second step, starting in 2006-07, Ontario should go beyond matching the federal increase in weekly loan limits and increase the provincial loan limit to $175 per week (for single students), to cover tuition and compulsory ancillary fees.

By making this second increase to the weekly loan limit, the province would be able to provide enough Ontario Student Loan (OSL) assistance to cover up to $6,000 per year of tuition and compulsory ancillary fees. Loan assistance would go to students in financial need, but who are not eligible for the maximum new low-income tuition grant. Students receiving a partial low-income tuition grant would receive loan assistance for the balance of their need. The timing of this change would coincide with the end of the province's tuition freeze.

In most university and college programs, it is expected that this additional provincial aid will be enough to cover the full cost of tuition and compulsory ancillary fees for eligible students. Where fees are over $6,000 per year, students might also qualify for an institutional tuition grant as outlined previously.

Tuition assistance would be applied directly against the student's tuition and fee costs. Providing tuition aid this way would waive or reduce fees and remove some of the financial pressure on students in their first few weeks of school.

### SAVINGS FOR MIDDLE-INCOME PARENTS

| | EXPECTED CONTRIBUTION | | |
|---|---|---|---|
| **Gross family income, in Canadian $** | **Current** | **New** | **Difference** |
| $30,000 | $0 | $0 | $0 |
| $40,000 | $0 | $0 | $0 |
| $50,000 | $0 | $0 | $0 |
| $60,000 | $1,107 | $584 | - $523 |
| $70,000 | $4,307 | $2,315 | - $1,992 |
| $80,000 | $7,434 | $4,884 | - $2,550 |
| $90,000 | $10,791 | $8,241 | - $2,550 |

**Note:** Based on a family of four, two income earners, one child in postsecondary.
**Source:** *Ministry of Training, Colleges and Universities (MTCU)*

On the federal side, restructuring student loan assistance into two parts – tuition and living aid – will make it possible for the Canada Student Loan (CSL) program to consider the merits of moving to monthly disbursals. Most people would have trouble managing their money if it came in two instalments per year. Putting students in that position undermines their ability to budget effectively.

### *Parental Contribution*

Starting in 2005-06, the province should join the CSL program in reducing the contribution that parents are expected to make towards their children's education when determining eligibility for student loans.

More realistic assumptions would be used about what a middle-income family can afford to provide in support of their children's education costs. The rate of contributions for parents would not climb as steeply as is currently the case.

In addition to making contributions more realistic, OSAP should be more forthcoming in telling parents what contributions are expected of them. In order to help families plan and provide for their children's education, information on expected contributions should be available in an easily understood contribution table or contribution calculator available on the new provincial web portal.

### *Supplemental Loans*

In 2006-07, Ontario should introduce a supplemental loan to help parents meet expected parental contributions, up to the full amount of tuition and compulsory ancillary fees.

Even with changes to make contributions more realistic, the fact remains that different families with the same income will still have a wide range of different consumption and savings patterns. Some will have made investments in a Registered Education Savings Plan (RESP), or have a low day-to-day cost structure that leaves room to contribute from current income. Others may be locked into mortgages and may find themselves with little discretionary income left to assist their children.

A supplemental tuition loan would give parents another financial option for meeting costs. Parents could obtain an unsubsidized loan equal to what the provincial government expects them to contribute to their child's education costs, up to the amount of tuition and compulsory fees.

*Example:* Mark's parents earn $70,000. He attends a university program that charges tuition and compulsory ancillary fees of $5,600. Combined with his expenses for living costs and books, his total costs are $14,000. Under the new loan program, his parents will be expected to contribute $3,900 towards his education, and can obtain a Supplemental Loan for that amount if they need to. Mark will receive $7,400 in student loans. The total amount of student aid available to Mark and his family will be $11,300. Along with his earnings from a summer job, he will have enough to fully cover his costs.

By comparison, under the current program, Mark's parents are expected to contribute about $6,700 to his costs. His student loan – the total amount of student aid available to him – is much lower, at $4,600. If his parents are not able to make their contribution, Mark does not have enough to cover his costs.

Middle-income parents would be able to access this loan regardless of whether their child qualifies for student assistance. An OSAP application would be completed to determine eligibility and the size of the loan. The loan would be to the parent but for the benefit of the student.

The supplemental tuition loans should also be used to create a last-resort means to assist students whose parents refuse to contribute. While most Ontario parents accept responsibility to support their children's education, a minority of parents across all income groups refuses to contribute.

To help these students pursue a postsecondary education, an unsubsidized parent loan should be transferable to the student after a review by a Financial Aid Administrator. Unlike subsidized loans, these loans would not be eligible for an in-school interest subsidy. Interest charges would be added to the loan principal throughout the duration of study.

### Results

- *Help for parents to meet expected contributions if they run into difficulty.*
- *Fewer students struggling to make ends meet through long hours of part-time work or private debt.*
- *More reasonable parental contributions, benefiting over 18,000 Ontario families. Greater clarity for parents about what exactly they are expected to provide.*
- *Access to postsecondary education for students from families whose parents will not support them.*

### Rationale

Increasing the weekly loan limits is clearly long overdue. The weekly limits have not increased since 1993-94. Over the intervening decade inflation has eroded the purchasing power of the maximum loan by about 17%. The real decline in the adequacy of the loans is even greater, since education costs have increased more quickly than the Consumer Price Index.

As a result, about 35% of Ontario students are currently at their maximum OSL. They are not getting enough aid to meet their educational costs. The recommended adjustment to reduce the level of expected parental contribution to a more reasonable level should also contribute to a reduction in the number of parents who refuse to contribute.

In a recent comparison of "out-of-pocket" educational costs in 68 jurisdictions, Ontario ranked as the third most expensive jurisdiction, due primarily to the relatively low levels of student loans available. (*Cost and Affordability in Postsecondary Education: Multiple Perspectives, International Comparisons*, Educational Policy Institute, 2004.)

The inadequacy of current loan assistance is affecting the behaviour of students. About two-thirds of students work during the school year, on average for 19 hours per week (or two and a half working days). Those who lack resources such as parental support or student loans are more likely to work. Working long hours competes with the demands of full-time postsecondary programs. Forty per cent of full-time students say they could complete their studies more quickly if they did not have jobs. (*2001-02 Student Financial Survey*, Ekos, 2003)

Changes to student loan parental contribution requirements are recommended because the current contributions appear to be too high. The *2001-02 Student Financial Survey* (Ekos, 2003) found that actual parental contributions at the higher income range are $2,500 to $4,000, compared to the $11,000 to $15,000 expected by the CSL program.

It is also crucial that parents themselves know what is expected of them. Better information on the OSAP website or new portal could address this information gap and help to demystify the contribution rates.

Making contributions reasonable and widely understood is especially important if the definition of dependent student is changed for student loans, to include single students 25 years or younger in a first-degree or college program.

## 19. Help with Loan Repayment

**Make repayment easier by:**

- **increasing help for students in repaying their loans and forgiving more debt for those students whose income does not allow them to repay their full loan;**
- **calling on the federal government to reduce the interest rate on Canada Student Loans from prime plus 2.5% to prime plus 1%;**
- **working with the federal government and other provinces to make it possible for students to pay for their education after graduation through a payment option that is geared to income and administered through payroll deductions.**

### *How It Will Work*

#### *Interest Relief and Debt Reduction in Repayment*

Starting in 2005-06, Ontario should match changes to the federal Canada Student Loan (CSL) program that would make it easier for students to repay their loans and forgive more debt for students with low post-graduation income.

Interest Relief provides up to 54 months of relief from repayment obligations for graduates whose income is below predetermined income thresholds. The thresholds respond to family size and to the size of the monthly loan payments. The recommended changes to Interest Relief would mean students with an income five per cent above the program's current thresholds would be able to qualify.

Up to three debt reductions are available for graduates who have exhausted Interest Relief yet continue to experience low incomes. The goal is to bring the loan payments down to a level the borrower can afford, based on his or her income.

The recommended changes to Debt Reduction in Repayment will increase the maximum amount of the debt reductions that can be provided.

Currently, under the combined federal and Ontario programs, up to $28,700 can be forgiven in up to three instalments. Under the new rules, the first reduction would be unchanged but the second and third would increase, bringing the maximum potential debt reduction over all three instalments up from $28,700 to $37,100. This will mean that even students with high debts can have their payments brought to a level they can afford.

*Reduce Interest Rate*

Ontario should call on the federal government to reduce the interest rate on Canada Student Loans from prime plus 2.5% to prime plus 1%.

Currently, most lenders offer preferential rates on student loans. Private banks generally charge prime plus 1% to students. Ontario also charges prime plus 1% on Ontario Student Loans. However, the federal government charges prime plus 2.5% on Canada Student Loans, a rate high enough to generate substantial interest revenue.

*Repayment Options*

The province should work with the federal government and other provinces to make it possible for students to pay for their education after graduation through a payment option that is geared to income and administered through payroll deduction.

As outlined earlier, Canada and Ontario already have relief programs under which borrowers do not have to make repayment if their income is below set thresholds, and under which principal is forgiven after a specified period of time for borrowers with persistent low income. These programs are a good start, but this report recommends further improvements.

Ontario should come to an agreement with the federal government to process loan repayments as a form of payroll deduction administered through the Canada Revenue Agency.

The design of the repayment approach will be key to its success. The pay-back period should not exceed 20 years. Students would retain the right to make payments more quickly without penalty, so those wishing to repay in the more traditional, consumer loan style of the existing Canada and Ontario student loan programs would always have the option.

In addition, government should ensure that low-income students are protected from real increases in debt if their payments do not cover their interest charges. At the end of the pay-back period, loans would be written off if low income persists.

The new repayment structure would offer graduates a number of valuable advantages. Below certain incomes, students would not have to pay. Payment amounts would be sensitive to income and customized to individual circumstances, giving students confidence that they would always be able to manage. Coverage would be comprehensive and automatic with minimal paperwork. Graduates who do not realize economic benefits from their postsecondary education would eventually have their loans written off by government.

Moving to such a streamlined repayment approach would also open the door to the possibility of a more sweeping and universal form of student support whereby all students could essentially obtain their education free at the point of use – in effect deferring tuition – and repay it once they are employed.

Such an approach would eliminate the need for parental loans or other financial assistance for students and families. It would continue to recognize the principle that students should contribute to the cost of their education, but move the timing of this contribution to post-graduation, when most students have better means to do so.

It is recognized that Ontario cannot create this type of deferred tuition and repayment system on its own. Both the federal and provincial parts of student loans would need to be incorporated into the new collection system. The partners will need to be committed to, and persuaded of, the value of these improvements. Other provinces should also be involved in the discussion.

### *Results*

- *Improved repayment supports to graduates with repayment difficulties due to low income.*
- *With the federal government and other provinces, a repayment option geared to income and administered through payroll deductions.*

### *Rationale*

While obtaining a postsecondary education is an excellent financial investment for most people, it does not work out equally well for every graduate. Some need help getting through the transition from school to work. Others may experience low income for longer periods, and a few will experience persistently low income over the long term.

According to 2001 Census data, the average salary of employed Ontario university graduates aged 25-30 was $40,000 per year. For college graduates it was $32,000 per year. However, despite these average earnings, 24% of the university graduates and 26% of their college counterparts were earning under $20,000 per year. For graduates five years older, average earnings were about one-third higher. However, about 18% still had earnings below $20,000.

Matching the 2005-06 federal improvements to interest relief and debt reduction represents a good start in creating a repayment system that is more responsive the needs of low-income graduates.

But a major drawback of the current arrangement is that supports to repayment are not applied automatically. They do not help borrowers who do not know about them, or borrowers who cannot get past the paper barriers created by the periodic application forms and documentation requirements. Close to seven per cent of university and 16% of college OSAP recipients are still defaulting on their loan repayment obligations. Payroll deductions would permit the necessary adjustments to be made automatically and instantaneously as borrowers' incomes change.

A number of international examples exist of countries that collect repayments geared to income through their tax systems. These types of arrangements exist in Britain, Australia and New Zealand. The United States offers income-contingent repayment as one of several repayment options available to students.

Administering collection through the tax system may be administratively efficient. According to a study by the Educational Policy Institute, Australia's use of the income-tax system in loan repayment appears to be a more cost-effective collection mechanism than the current Canadian process. (*Much Ado About a Very Small Idea*, Educational Policy Institute, 2005.)

## 20. Better Service

**Bring together the myriad of student assistance programs. Encourage registrar, student aid and disability offices in institutions to work more closely together so that all students receive a comprehensive admissions and aid package.**

### How It Will Work

Prospective college and university students and their families should be able to compare readily the financial aid they would obtain from both government and institutions when they are making decisions on where to enrol. Returning students should know what assistance will be available so that they can plan better for their next year of studies.

To make this happen, changes should be made to the Canada and Ontario Student Loan application and needs assessment process so that, when an offer of admission is made, prospective students would also receive a package of information on assistance the government and the institution will make available to help reduce their tuition costs.

Starting in 2006-07, institutions should be required to integrate their awards information into the student's OSAP needs assessment in time to provide students with a complete statement of cost and assistance at the time the offer of admission is made. In this way, students would have the information they need at the time of offer – that is, the **net** amount they would be required to pay for tuition, taking into account all assistance for which they are eligible – and be in a position to make considered choices.

Institutions should also provide co-ordinated services to students. Institutions should be encouraged to have their registrar, student aid and disability offices work together so that students can have all of their information and service needs met – without the confusion and stress of being passed from one office to another.

Currently, there are no accepted quality standards at Ontario colleges and universities for the provision of student services, and little measurement of the adequacy or timeliness of the services provided.

The government should encourage institutions to give a higher priority to this area, in consultation with their student bodies. Multi-year plans developed by the institutions should include student service standards (such as waiting times for counselling and application turnaround times). Institutions should measure how well they are doing through surveys of student satisfaction and tracking of the timeliness of service delivery. The results should be publicly available for the use of current and prospective students and their families.

### Results

- *Comprehensive information and advice for students on how much tuition they will have to pay after assistance from various sources and on what aid they will receive – at the time that they need this information.*
- *Improved financial planning advice to students.*
- *Greater focus by colleges and universities on providing high standards of student service, through discussions with students.*

### Rationale

Access to good student services contributes to student success. Students need reliable information during the admissions process. They need counselling, financial planning advice or material help if they are in financial trouble or have special needs. There should be no unreasonable delay before help becomes available.

In consultations with financial aid administrators and students, numerous issues were raised:

- students having to wait over a month to schedule non-emergency meetings with the financial aid office;
- financial aid offices that did not have the space to offer students any privacy during discussions that may be of a personal and sensitive nature;
- students waiting in line for required support services in different buildings across campuses because the services were not well co-ordinated or easily accessed.

Given the importance of student services – from financial aid to support services for students with disabilities, to financial and other counselling – this area needs to command the attention and interest of the senior administration.

Some institutions have already started to merge various functions into single student service offices, or to co-locate their offices to improve convenience for students.

## 21. Philanthropy

**Re-establish OSOTF (Ontario Student Opportunity Trust Fund) as a permanent program for all institutions to provide bursaries to students in need. The match provided by government to institutions whose OSOTF endowment is less than $1,000 per student should be enhanced for a two-year period.**

### *How It Will Work*

The Ontario Student Opportunity Trust Fund (OSOTF) program matches private dollars raised by institutions to create endowment funds to assist students in need. It has encouraged a high level of private donations to student aid at Ontario postsecondary institutions, although the ability to generate matching contributions has varied considerably among institutions. The provincial government should continue OSOTF on a permanent basis, providing matching funds in the amount of $50 million a year starting in 2005-06.

Only donations for students with financial need should be eligible for a provincial match. The ratio of provincial matching to donated funding should be enhanced for institutions with endowments of under $1,000 per student for a two-year period. The remaining four colleges and thirteen universities would continue to receive a 1:1 match. At the end of the two-year period, the match would be the same, subject to a fair system of allocation.

### *Results*

- *A growing culture of philanthropy in which institutions strengthen their relations with alumni and the broader community.*
- *Permanent increase in the financial resources available to institutions for student aid, with donations targeting students in need.*
- *Improved fundraising capacity of those institutions that have not made as much use of the program to date.*

### Rationale

A permanent commitment to OSOTF by the government is recommended to increase the total financial resources available for student aid and assist institutions in meeting the new student aid obligations recommended in this report. In the year that OSOTF was introduced, total donations to university endowment funds went up by 135% (from $56.8 million in 1995-96 to $133.6 million in 1996-97). Combined college and university OSOTF endowment funds now total $887 million.

Since it was started in 1996, the vast majority of OSOTF support has gone to universities and colleges with substantial fundraising capacity. This has led to differences in institutions' ability to provide financial support to their students.

Enhancing the match for two years for those institutions that have not made use of the program to date would "prime the pump" of fundraising and lead to more equitable distribution of the program dollars.

These institutions will have an even larger incentive to build their networks of support with alumni and the broader community, and benefit from these relationships in building a strong future.

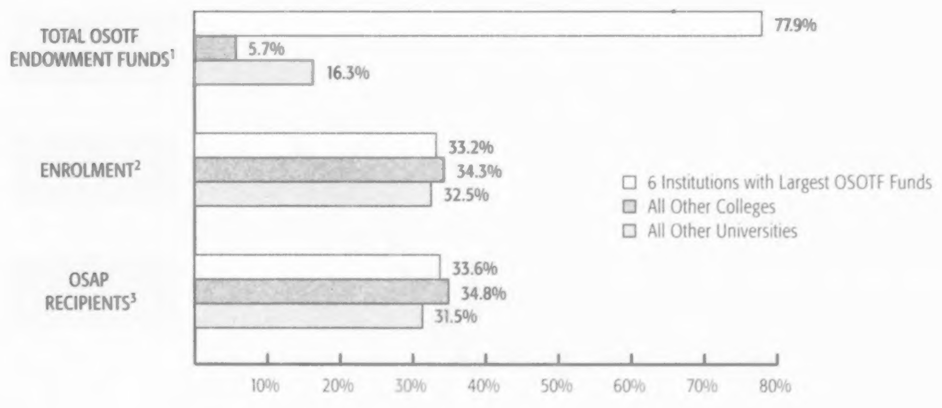
## 22. Invest in Student Assistance

**Invest $300 million a year to support the recommended program changes and enhancements that make higher education affordable for students.**

### How It Will Work

The first enhancements to student assistance would be introduced in 2005-06 at a total cost of about $151 million.

**ONTARIO STUDENT OPPORTUNITY TRUST FUND (OSOTF) NEEDS REFORM**



Notes:
1. OSOTF I endowments achieved by end of 1999-00 and OSOTF II reported as at December 16, 2004.
2. 2003-04 FTEs (eligible for funding).
3. 2003-04 OSAP recipients.
Source: *Ministry of Training, Colleges and Universities (MTCU)*

These would:

- reduce parental contributions;
- increase the Ontario loan limit to $140 per week;
- improve Interest Relief and Debt Reduction in Repayment;
- introduce a new Ontario Learning Bond;
- continue the Ontario Student Opportunity Trust Fund program.

These changes are most easily implemented. The second phase of enhancements is more complex and may need more lead time. These initiatives would increase the cost to about $300 million and would:

- increase the Ontario loan limit further, to $175 per week for tuition and compulsory ancillary fees;
- establish a new, unsubsidized Supplemental Loan for parents;
- establish the new Low-Income Tuition Grant program. Low-income grants will gradually replace the current Ontario Student Opportunity Grant program and the Aiming for the Top Scholarship program;
- introduce the requirement that colleges and universities provide institutional tuition grants.

By 2007-08, discussions between Ontario and the federal government should lead to an enhanced federal commitment to meeting the living cost needs of students. In addition, there should be appreciable progress towards creating a repayment option for student loans that is geared to income and administered through payroll deductions.

### *Rationale*

Today, student assistance serves a limited number of people, and middle-income families qualify for little or no aid.

The recommendations in this report would create an aid structure that does more for the neediest, and expands its reach to help many more Ontario students from middle-income families.

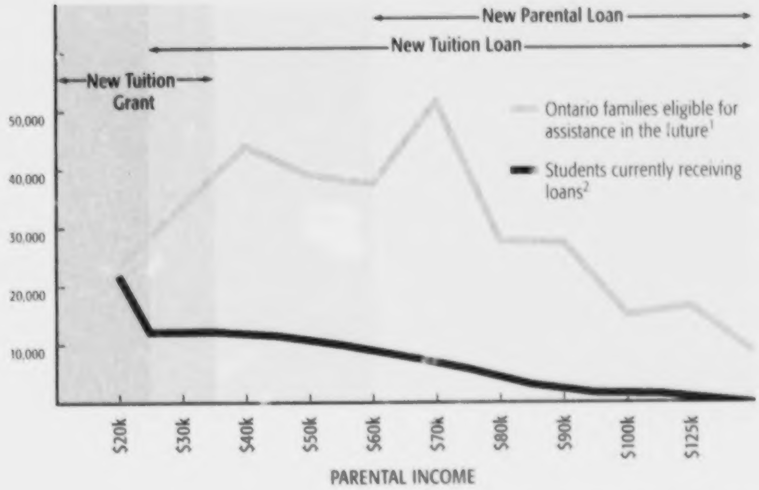
For low-income students, more aid would be provided in the form of non-repayable, up-front grants. The goal would be to improve access and expand the representation of students from low-income families in our university and college classrooms.

Middle-income Ontario families would be eligible for assistance for the first time in many years. Student loan amounts would bear more relationship to reality, reducing the financial struggle that many students currently face and letting them focus on their school work.

More realistic expectations for parental contributions would mean more students could obtain Canada and Ontario Student Loans – and more adequate loans. And the new parent loan is designed with the needs of middle-class families in mind. While it offers no subsidy, it gives middle-income families the security of knowing that if their children want to go to university or college they will be able to support them.

The following chart looks at the universe of Ontario families with young people attending college or university, breaking out families by parental income. It compares who is currently being served, and what the reach of student assistance will be once these recommendations are adopted.

## MORE SUPPORT FOR LOW- AND MIDDLE-INCOME FAMILIES



1. **Source**: *Statistics Canada, Survey of Labour and Income Dynamics Microdata File, 2000 (Ontario families with one or more 18-24 year old students)*
2. **Source**: *Ministry of Training, Colleges and Universities (MTCU) 2004-05 dependent OSAP recipients at Ontario universities, colleges and other Canadian institutions by parental income*

# GOAL: Opportunities for More People

## *STRATEGY 5. Ensure that the capacity of the system meets Ontario's growth priorities.*

### Recommended Actions

### 23. Graduate Education

**Expand graduate enrolment at those institutions that can demonstrate quality and a capacity to provide the necessary supports to students to ensure the successful and timely completion of their studies.**

### *How It Will Work*

An immediate start to graduate expansion is imperative: double-cohort undergraduates are graduating, Ontario is facing a faculty shortage due to retirements, and the province needs to close the productivity gap with competing jurisdictions.

To respond, the government should move to double the number of graduate students in Ontario to approximately 60,000 over ten years.

To start the process, government should immediately establish a separate funding envelope for university graduate enrolment, providing full funding for planned growth in graduate studies. The envelope should be $21 million in 2005-06, growing to $180 million by 2007-08. This funding would be available on top of the base of graduate funding transferred from existing enrolment "corridors".

Funding under this initiative would be made available on a proposal basis, rather than by distribution formula. To be eligible for a share, a university would have to demonstrate that its proposal for graduate expansion advances its mission and plays to its areas of strength. It would also have to demonstrate that the necessary capacity and supports are in place to sustain the expansion and provide a quality educational experience to graduate students.

These commitments would eventually constitute part of each institution's multi-year plan.

Under the new funding formula, targets and funding would be based on agreed-upon enrolment levels and would also reflect the number of graduate degrees awarded. To encourage timely completion of degree requirements, funding would be capped at a maximum length of study for each student. The final payment would not be made until the student graduates.

At the end of each planning cycle, institutions that met their expansion targets would have their expansion funding rolled into the base, and their corridor increased accordingly.

### *Results*

- *Increase the number of students entering and completing a graduate education*
- *Narrow the gap for faculty renewal by increasing the supply of new faculty*

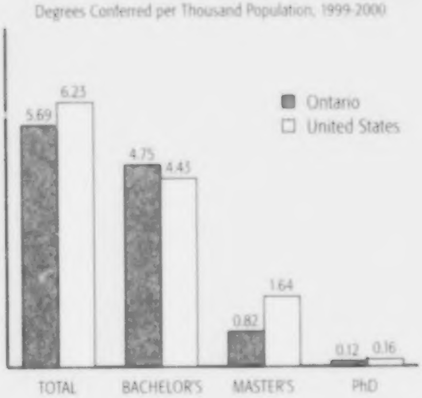
### Rationale

A key premise of this report is that increasing accessibility and raising quality go hand in hand. Expanding graduate enrolment must be about expanding our capacity for discovery and excellence, about preparing our industry innovators, our college and university teachers, and about attracting and keeping great minds in Ontario.

The Ontario Task Force on Competitiveness, Productivity and Economic Progress has pointed to underinvestment in university education, particularly at the graduate level, as a leading contributor to the 10% productivity gap between Ontario and peer U.S. states.

In its Third Annual Report, the Task Force also noted that Ontario's graduate level participation rate is about half that of peer U.S. states.

**ONTARIO GRADUATES FEWER MASTERS AND PhDs THAN THE U.S.**



As illustrated in the Third Annual Report of the Task Force on Competitiveness, Productivity and Economic Progress

**Sources**: *Statistics Canada Educational Databases, CANSIM II; U.S. Department of Education, National Centre for Education Statistics*

## 24. Capital Needs

**Over a 10-year period, make available to institutions up to $200 million per year for facility renewal and up to $300 million per year for new facilities and equipment for increased enrolment.**

### How It Will Work

*Facility Renewal*

The government should provide sufficient funding to permit colleges and universities to contract for up to $200 million of critical repair work in each of the next three years, beginning in 2005-06.

While this initial work is proceeding, the Ministry of Training, Colleges and Universities should work with sector partners to refine and update the full assessment of the system's maintenance backlog, currently estimated at a total of $1.8 billion. A comprehensive plan should be developed to bring the system to a state of good repair.

Catch-up is futile without keep-up. Over the longer term, institutions must develop asset management plans to keep their inventory in good repair, and set aside appropriate resources as a regular part of planning and budgeting to ensure that future backlogs are avoided. These funding requirements will become part of each institution's overall revenue framework reflected in its multi-year plan.

*College Equipment*

Government should provide an additional $40 million in each of the next three years, beginning in 2005-06, for college instructional equipment purchases for apprenticeship, diploma and applied degree programs.

Over the longer term, institutions will need to build their ongoing equipment needs into their asset management plan.

*New Facilities*

The government should provide sufficient funding to permit colleges and universities to contract for up to $300 million in capital construction in each of the next ten years. The distribution of funds should be tied to enrolment plans.

Partner donations have figured prominently in recent capital strategies. They should continue to be encouraged and given priority, but should not be made mandatory.

### *Results*

- *Existing facilities brought to a state of good repair, and kept that way.*
- *New facilities built on time to meet agreed upon enrolment growth plans.*
- *Updated instructional equipment used in hands-on learning.*

### *Rationale*

The maintenance and repair backlog for postsecondary institutions has been a growing problem for many years. When money for day-to-day operations was tight, in many cases repairs were a simple and, in the short term, logical item to defer. Recent record investments in new capital to prepare for double cohort expansion contributed little to the state of repair of existing buildings. The consequences can vary from the visibly serious (a boiler fails in mid-winter) to the more subtle yet critically important (the impact of a sub-par environment on learning).

There are many new buildings across campuses as a result of double-cohort related expansion over the past five years. By and large these are already full. Enrolment projections suggest only a very short period of pause before demographics – the so-called "baby boom echo" – place additional enrolment pressures on the system. This report recommends aggressive increases in participation rates on top of that base, particularly in graduate education and at colleges. The combined impacts will create a real need to add space, particularly in fast-growing parts of the province. The current infrastructure stock and the proposed mix of new students suggest new capital requirements of up to $3 billion over the next decade.

The acquisition of state-of-the-art equipment and learning resources helps colleges deliver relevant and high-quality skills training and diploma programs that students deserve and employers expect. Given rapid changes in technology across most program areas, colleges are required to replace and update instructional equipment even more frequently now than in previous years. Government has been investing about $20 million per year to meet these costs.

## 25. Research Priorities

**Establish a Council, reporting to the Premier, to advise on and co-ordinate research priorities, and allocate provincial funding in line with these priorities and in partnership, where appropriate, with federal funding agencies.**

### How It Will Work

Research nourishes excellence within universities and colleges by attracting great teachers and students from around the world and enriching the learning environment.

Research nourishes excellence outside our institutions of higher learning by contributing to knowledge and innovation through pure advancements that result in long-term spinoffs, and through practical and applied solutions to immediate real-world problems.

Government should announce the establishment of an Ontario Research Council in 2005, reporting to the Premier. Membership would be drawn from leaders with expertise in primary and applied research and research commercialization, business and technology transfer, and from the donor community.

The Council should focus on three main objectives:

- allocating funding on behalf of the province for basic research and commercialization in accordance with confirmed priorities;
- supporting government's need to better understand and co-ordinate existing research efforts at public institutions;
- identifying and advising government on key priorities for future funding.

### Results

- *A co-ordinated, strategic approach to the funding of research from all sources, which meets provincial priorities.*

### Rationale

The benefits of research are well recognized. Ontario has committed $1.8 billion to support research and commercialization over four years at Ontario's universities, colleges, hospitals and research institutes. Ontario organizations would also receive an additional $2.8 billion over four years from the federal government if it continues current levels of funding. Additional activity is underwritten by corporations and private philanthropy.

It is important to co-ordinate these investments so that they complement one another, respect the strengths and cultures of our higher education institutions, and appropriately balance the benefits and values of both basic and applied research.

Within the province, the Ministry of Economic Development and Trade has primary responsibility for current research funding programs, but other ministries also fund research, including the Ministries of Training, Colleges and Universities, Health and Long-Term Care, and Agriculture. The Ontario government has been exploring approaches to enhance co-ordination between these ministries.

The federal government has dramatically increased its commitment to individual researchers and research infrastructure over the last decade. Much of the federal investment comes with a commitment of matching funding from an institution and/or the province. As a result, alignment of research priorities with the federal government becomes increasingly important.

A strong Council, independent but reporting to the Premier, will be able to co-ordinate the interests of the two levels of government and other research sponsors, ensure that provincial priorities are appropriately met, and improve the climate and expectations for research in Ontario.

The Council should do more than just advise on the awarding of provincial research funding. It should also contribute to a better understanding of the various partners' roles and needs, of the benefits of various approaches to research funding, and to a clearer public appreciation of the returns from the investment, especially in the important and often misunderstood arena of basic research.

# GOAL: A Secure Future for Higher Education

## *STRATEGY 6: Ensure sustainable revenues for higher education through a responsible funding partnership of the provincial and federal governments, the students, the institutions and private donors.*

### Recommended Actions

### 26. Revenue Framework

Establish a new framework that provides sustainable revenues for institutions, in which the key funding partners – the provincial and federal governments, institutions, students – each contribute in a responsible and predictable manner.

Obtain a commitment from the federal government to become a full funding partner in supporting base operations and priorities for labour market training and immigration, apprenticeship, research and graduate education in a predictable and sustained way.

Invest a total of at least $1.3 billion in new provincial base funding to institutions by 2007-08. This investment would focus on quality improvements and results, fund enrolment growth and ensure that all eligible students are properly funded. It should include funding to institutions that covers: higher costs incurred by institutions serving significant numbers of students that require additional services, the high cost of providing clinical education and the base adjustment for revenues lost as a result of the tuition freeze.

Allocate provincial funding through a new transparent formula comprised of core funding for basic operations and strategic investment envelopes tied to results, and applied to both colleges and universities.

By 2007-08, the per-student revenue base of Ontario's colleges and universities should be at least comparable to other provinces. This would require at least $1.5 billion in new revenues to institutions.

The "stretch target" over the long term should be to bring the per-student revenue base up to the level of public institutions in peer North American jurisdictions. This would require approximately $2.2 billion more in revenues to the institutions than they receive today.

### *How It Will Work – Establishing Overall Revenue Requirements*

A discussion about a sustainable revenue framework must begin with the revenue requirements for a high-quality postsecondary system of Ontario's size and scale.

The adequacy of revenue to support the postsecondary enterprise has been at the heart of the advice and advocacy from institutions and students. Much has been made of Ontario's position compared to other provinces and our competitor states to the south.

That Ontario runs an efficient system in comparison to other jurisdictions is clear. That it suffers from serious quality issues – teacher contact time, class size, deferred maintenance – is also clear. The solution is not simply more money – it is more money well spent. The goal should not focus on being first in spending on postsecondary education, but on being first in **quality**.

It is, however, unimaginable for Ontario to achieve that ranking without considerable new funds. Ontario would be spending more money very well by reaching to be the best in quality – through a level of funding per student equal to that of comparable jurisdictions.

#### *Canadian Comparison*

Using 2002-03 data for universities, the latest available for all provinces, the difference in per-student operating revenues, including tuition, fees and provincial grants, between Ontario universities and the average of the other Canadian provinces is about $1,000 per full-time equivalent student (FTE), or $300 million in total. The best estimate of this revenue gap in 2004-05 is about $380 million. About half this difference is directly attributable to the fact that the province has not always funded universities for all the eligible undergraduate and graduate students who are enroled, and has not kept pace with cost increases. Making up for this deficit and adding additional funds to improve quality must be an immediate priority. This would bring Ontario up to the average of the other provinces.

An operating revenue comparison of Ontario colleges with colleges in other provinces is more difficult. There are fewer published resources, and the differences among college systems make comparisons less reliable. Based on 2002-03 data, a rough estimate of the difference in operating revenue between Ontario institutions and the other Canadian provinces, excluding Quebec's unique CEGEP system, is about $400 million.

Like universities, colleges expanded enrolment beyond the level of grant increases offered by government over a number of years. Under the enrolment-adjusted college funding model, this resulted in a steep decline in funding per student as the formula stretched available resources over an expanding volume of activity.

Additional resources are needed to improve the delivery of education. Additional faculty are required to improve students' educational experience and academic challenge through improved student-faculty contact, more opportunity for active learning, interaction and feedback to students, and enhanced accommodation of diverse ways of learning. Investments in library resources are needed to provide better access to learning resources and facilities for collaborative learning. There is a need to upgrade instructional equipment and access to laboratories.

Expansion of student support services is required to ensure a supportive campus environment for students as well as improved success and retention through support networks, and academic and personal counselling. Other important student services, such as registrar services to facilitate course selection and timetabling, must also be improved.

Ontario must also deal with the higher costs faced by postsecondary institutions that provide clinical programs, such as medical and nursing education. Investments in clinical education will sustain the standards to which this training must be carried out.

The tuition freeze has also brought its own costs. Institutions had to rely completely on the provincial government to cover cost increases over the two-year period of the freeze. These funds must be permanently added to the institutions' base funding following the freeze to allow them to continue to operate at current quality and service levels. Not doing so will create pressure to seek these funds through higher tuition.

To bring revenue levels up to that of other provinces while making important investments in quality and accessibility will require additional institutional revenue above today's level of at least $1.5 billion.

As its contribution to a sustainable revenue base, the province should invest an additional $1.3 billion by 2007-08 through increases to the provincial operating grant envelopes.

Subject to the tuition regulatory framework and student aid reform, students should be asked to make a contribution to quality improvements beginning in 2006-07, when the tuition freeze ends.

### *Revenues Comparable to North American Peer Public Institutions*

Based on data about public universities in the 14 U.S. states commonly used for comparisons by the Ontario Task Force on Competitiveness, Productivity and Economic Progress, the difference in operating revenue in 2002-03 between public institutions in these peer U.S. states and Ontario universities ranges from about $2,900 per full-time equivalent student, when U.S. figures are converted using purchasing power parity, to around $5,800 per student using an exchange rate conversion. This translates into an operating revenue difference ranging from about $900 million to $1.8 billion. The best estimate of the revenue gap in 2004-05 is around $1.4 billion, which lies in the midst of this range.

To bring Ontario's universities to this standard, increase college capacity, and make important new investments would require institutional revenues today to be $2.2 billion higher.

## How It Will Work – Funding Institutions

### *Responsible Planning for Responsible Investment*

The preceding discussion quantifies the overall revenue requirements to enable Ontario to build a quality system. The next step is the development of a framework to assist government and institutions in planning responsibly for the investment of these funds, based on an understanding of the goals to be met.

Each institution will start by setting out, in consultation with students, government and the community, goals and strategies to meet its mission, contribute to the province's accessibility targets, and enhance educational quality. These discussions will drive the establishment of each institution's multi-year revenue requirements.

Government, through the application of its structured operating grant formula and targeted grants, will use these discussions to determine multi-year operating and capital grant allocations for each institution.

Opportunities to identify savings strategies will also be included in this exercise.

Institutions will then identify all other sources of revenue available to them. Lastly, institutions will identify the tuition fee revenues required to complete the revenue picture. As outlined later in this report, tuition fee increases will be subject to a regulatory requirement that ensures transparency, predictability and affordability to students.

The process of completing this exercise will likely require several iterations, with discussions both on a system-level and bilaterally between government and each institution, until an understanding of the balance between revenue needs, savings opportunities, government grants, tuition revenue and other revenue is established. Institutions should also consult broadly with their student bodies and communities in establishing their needs and appropriate approaches to meeting them.

Subsequent planning cycles must explicitly take inflation into account. There is no point in investing at the front end if the value of that investment is eroded over time, simply because no one wants to acknowledge the reality of price inflation. This would be a recipe for yet another review in the not-too-distant future. It would put the achievement of access and quality goals in jeopardy.

The acknowledgement of inflation does not mean that savings cannot be found over time. These are two separate exercises. One is about a stable revenue framework to meet important goals. The other is about deliberate and strategic changes to the framework in order to achieve those goals more efficiently. Using the blunt technique of squeezing revenues over time has proven to result in savings in the wrong areas. A concerted examination of institutional costs, cost drivers and cost savings opportunities should be conducted to arrive at a better understanding of savings opportunities that do not jeopardize core goals.

The details of each institution's revenue targets will be published in each institution's multi-year plan. The plan will speak to the complete institutional enterprise, and include all areas of activity and all sources of revenue.

### *Federal Role*

This Review has recommended increased federal funding support for higher education in a number of key targeted areas.

One of the most important sources of federal support for higher education is the core operating funding for universities and colleges through the Canada Social Transfer (CST). This is funding that helps to maintain the quality of classroom instruction, libraries, and other student services. Federal CST funding for post-secondary education and other social programs stands at a lower level today, in real terms, than it did in 1992-93.

Financial support through the CST for postsecondary education needs to be restored and increased in the future to keep up with inflation and enrolment increases, and better support the federal agenda for building a knowledge society.

The federal government should also establish a separate fund to help colleges and universities pay for needed equipment and campus improvements. It should be allocated among provinces on an equal per capita basis.

### *Provincial Approach to Funding*

Government funding to postsecondary institutions must encourage growth and stability. It must be transparent and must transcend political administrations and business cycle fluctuations. It must provide clear and well-targeted support to current and emerging policy priorities. It must encourage institutions to find creative ways of meeting socially desirable outcomes while at the same time giving institutions the autonomy to plan and implement their own strategic approaches to quality teaching and research.

The mechanism being proposed in this report has a number of key characteristics:

- The allocation of provincial operating grants will be equitable – students in

INADEQUATE FEDERAL SUPPORT FOR HIGHER EDUCATION IN ONTARIO (CONSTANT 2003-04 $)

| **Program Funding ($ million)** | **1992-93** | **2002-03** | **% change** |
|---|---|---|---|
| Federal Cash Transfer for Postsecondary Education[1] | 1,212 | 669 | - 45% |
| Federal Spending on Adult Training at Colleges | 146 | 30 | - 80% |
| Federal Spending on Apprenticeship at Colleges | 52 | 21 | - 59% |
| TOTAL | 1,410 | 720 | - 49% |
| Total Federal Research Grants & Contracts in Ontario | 400 | 717 | 79% |
| Federal Tax Expenditures for Ontario Residents[2] | 215 | 564 | 162% |
| Canada Study Grants & Canada Millennium Bursaries | 0 | 140 | |
| Canada Student Loan Program Loan Amount Issued in Ontario | 487 | 626 | 28% |
| **Enrolment** | | | |
| College and University Enrolment | 348,685 | 474,853 | 36% |
| In-School Apprentices | 22,112 | 25,241 | 14% |
| **Per-Student-Funding** | | | |
| Federal Per-Student Contribution to Postsecondary Education - Cash | $3,476 | $1,409 | - 59% |
| Federal Per-Apprentice Spending | $2,352 | $832 | - 65% |

Notes:

1. Based on estimates of the 1995-96 share of national EPF and CAP allocated to Postsecondary Education (14.5%) and Ontario's estimated share of Canada Health and Social Transfer in 2002-03 [illegible]
2. Estimate of Ontario's share of 1995 and 2003 federal tax credit expenditures based on Ontario's 2002 data and model.

**Sources:** *Review including Ministry of Training, Colleges and Universities; Ministry of Finance; Human Resources and Skills Development Canada; Association of Universities and Colleges of Canada.*

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| Federal Cash Transfer for Postsecondary Education[1] | 1,212 | 669 | - 45% |
| Federal Spending on Adult Training at Colleges | 146 | 30 | - 80% |
| Federal Spending on Apprenticeship at Colleges | 52 | 21 | - 59% |
| **TOTAL** | 1,410 | 720 | - 49% |
| Total Federal Research Grants & Contracts in Ontario | 400 | 717 | 79% |
| Federal Tax Expenditures for Ontario Residents[2] | 215 | 564 | 162% |
| Canada Study Grants & Canada Millennium Bursaries | 0 | 140 | |
| Canada Student Loan Program Loan Amount Issued in Ontario | 487 | 626 | 28% |
| **Enrolment** | | | |
| College and University Enrolment | 348,685 | 474,853 | 36% |
| In-School Apprentices | 22,112 | 25,241 | 14% |
| **Per-Student-Funding** | | | |
| Federal Per-Student Contribution to Postsecondary Education - Cash | $3,476 | $1,409 | - 59% |
| Federal Per-Apprentice Spending | $2,352 | $832 | - 65% |

**Notes:**

1. Based on estimates of the 1995-96 share of national EPF and CAP allocated to Postsecondary Education (14.5%) and Ontario's estimated share of Canada Health and Social Transfer in 2002-03 (36%).
2. Estimate of Ontario's share of 1993 and 2003 federal tax credit expenditures, based on Ontario's 2002 data and model.

**Sources:** *Various, including Ministry of Training, Colleges and Universities, Ministry of Finance, Human Resources and Skills Development Canada, Association of Universities and Colleges of Canada.*

similar programs at different institutions will receive similar funding from government. All eligible enrolments would be included, eliminating the historic problem of unfunded students.

- A core funding envelope will provide a predictable and stable enrolment-related, program-weighted amount of base funding to both universities (undergraduate) and colleges (regular programming). Core funding will be buffered from enrolment volatility through the use of funding "corridors" that ensure stable funding as long as enrolments are within 3% (above and below) of where they were expected to be over a five-year average.
- Core funding will be supplemented by a number of clearly defined and well-targeted envelopes for graduate students (universities), apprenticeship (colleges), broader public sector programs such as medicine, nursing and education, mission-specific institutional requirements, and access priorities such as students from Aboriginal and francophone backgrounds, and students with disabilities.
- The number of envelopes will be consolidated from their current number to make it easier to link funding with results achieved.
- The graduate funding envelope will include incentives for universities to increase enrolment and improve time-to-completion.

The proposed funding mechanism will ensure that provincial operating grants are allocated in a straightforward and transparent manner – the formula will be simple to use, understandable and practical to implement. Increased transparency will mean greater accountability.

### Results

- *Predictable and sustainable revenues to institutions, to support long-term growth and improvement in higher education.*
- *Transparent public commitments to improve access, quality and excellence in higher education, and public reporting on results.*
- *Mutual accountability between government and institutions.*
- *Targeted funding to priority areas and stronger accountability for results.*

### Rationale

Spending on higher education, whether by individuals through tuition fees or philanthropy, or by the public through their government, is investment spending. There are numerous returns. Some are very direct, such as better jobs, a stronger economy and more young nurses and doctors. Some are more subtle or indirect, such as the transfer of pure knowledge to applied solutions over time and improvements to the social fabric.

Our stewardship over this investment is lacking. We should be investing more. But we also need to know much more about the levels and types of investments that will give us the best returns. We need to identify measurable outcomes to validate our expectations of return on the investment over time.

By establishing clear goals, involving institutions, students, government and other stakeholders in a planning process, and monitoring progress, we can confidently increase the investment to appropriate levels. This report has identified many areas where additional investment is urgently needed – from basic language acquisition for new immigrants through to graduate level enrolments in critical areas. The new revenue framework

## ADDITIONAL ANNUAL FUNDING REQUIRED FROM PROVINCE BY 2007-08 ($ million)

| | | Investments in Colleges & Universities | Support for Students & Other Expenditures |
|---|---|---|---|
| **Quality** | | | |
| Academic Renewal/Student Experience, includes adjustments for | | 700 | |
| – Previously Unfunded Enrolment Growth | | | |
| – Keeping Up with Cost Increases | | | |
| Council on Higher Education | | | 8 |
| International | | | 10 |
| | *SUBTOTAL* | 700 | 18 |
| **Participation & Access** | | | |
| Enrolment Growth | | 88 | |
| Expand Graduate Education | | 180 | |
| Aboriginal | | 13 | 2 |
| Francophone | | 20 | |
| Persons with Disabilities | | 15 | |
| Northern and Rural | | 20 | |
| First Generation | | 5 | |
| Web Portal | | | 1 |
| | *SUBTOTAL* | 341 | 3 |
| **Affordability** | | | |
| Tuition Stabilization | | 115 | |
| Medical and Clinical | | 100 | |
| New Tuition Grant (net new expenditure) | | | 193 |
| Supplemental Loans to Parents | | | 21 |
| Ontario Student Opportunity Trust Fund | | | 50 |
| New Ontario Learning Bond | | | 36 |
| | *SUBTOTAL* | 215 | 300 |
| | TOTAL | 1,256 | 321 |
| **Capital** | | | |
| Facility Renewal | | 200 | |
| New Facilities | | 300 | |
| Equipment | | 40 | |
| | TOTAL | 540 | |

## ADDITIONAL ANNUAL FUNDING REQUIRED FROM PROVINCE BY 2007-08 ($ million)

| | Investments in Colleges & Universities | Support for Students & Other Expenditures |
|---|---|---|
| **Quality** | | |
| Academic Renewal/Student Experience, includes adjustments for<br>– Previously Unfunded Enrolment Growth<br>– Keeping Up with Cost Increases | 700 | |
| Council on Higher Education | | 8 |
| International | | 10 |
| *SUBTOTAL* | **700** | **18** |
| **Participation & Access** | | |
| Enrolment Growth | 88 | |
| Expand Graduate Education | 180 | |
| Aboriginal | 13 | 2 |
| Francophone | 20 | |
| Persons with Disabilities | 15 | |
| Northern and Rural | 20 | |
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| | | |
|---|---|---|
| **Capital** | | |
| Facility Renewal | 200 | |
| New Facilities | 300 | |
| Equipment | 40 | |
| TOTAL | **540** | |

proposed here is a vehicle for making these investments well.

More investment by government, students and others in the system is not incompatible with the notion of finding savings opportunities. In fact, savings opportunities are the most effective way to leverage an increase in our investment – turning bad dollars into good. But this too has to be done well. The good news on this front is that institutions have a solid track record of effective saving strategies on which to build:

- The Grenville Copy Centre is a collaboration of four Metro Toronto Colleges for a centralized print facility through a single vendor.
- A joint insurance plan is in place for 18 colleges.
- The college and university sectors both operate shared/digital library services. The college Bibliocentre supports the common procurement of library and related resources. This report recommends the next step – a single provincial digital library.
- Most colleges have entered into consortiums to bulk purchase hydro and gas.
- Almost 90% of purchasing departments in the Ontario university system are members of local buying co-operatives.
- The Ontario University Purchasing Management Association is a national leader in promoting and conducting benchmarking exercises to identify "best in class" purchasing processes.

Efforts to further increase cost-saving *collaborations must be sensitive to the* environment in which institutions operate. Colleges and universities have traditionally purchased goods and services in their local communities, and provided employment opportunities. As a result, many institutions are viewed as drivers of and net contributors to the economic well-being of local communities, especially in rural and northern Ontario.

## 27. Tuition Regulation

**Establish a regulatory framework enshrined in legislation to guide institutions in making decisions about tuition levels, to ensure that future increases are predictable, transparent and affordable for students. As noted above, the institutions would be responsible for supporting low-income students and students in need to cover fees in excess of $6,000 per year.**

### *How It Will Work*

As already indicated, changes to tuition regulation must be preceded by student aid reform that puts in place a system of up-front grants that fund tuition completely for low-income students, and a blend of grants and loans on a sliding scale for other students in need of assistance.

Government should also establish a new revenue framework that provides sustainable revenues for institutions, and to which the government contributes in a responsible manner.

Then, and only then, should government give institutions the autonomy to set tuition fees.

When setting tuition levels, institutions will have planned the multi-year revenue requirements associated with implementing their mission and making quality enhancements. Government will have made clear its multi-year funding commitment to address these requirements. Institutions will also have projections of revenues from all other sources. Tuition fees can then be adjusted to address the institution's remaining budgetary requirements. Fee increases must be linked to tangible improvements in quality for students.

The extent to which institutions increase fees will vary from institution to institution, reflecting differentiation and cost considerations. Under the new student aid system, institutions will also incur obligations to provide grants to students with need when they choose to increase fees beyond $6,000.

In this new environment, it will be important to think about tuition fees with reference to the real fee that is paid by students. The real or "net" fee will range from no cost for low-income students, to the full stated cost for those who can afford to pay it. Overall, the actual average price paid by students will be less than the posted tuition fee, due to the reductions in fees triggered by new tuition-related grants and continued operation of tuition tax credits.

Institutional multi-year plans will include tuition fee levels, by program and year of study, for the life of the plan. This will guarantee predictable fees for each year of study and provide students with a planning horizon. Institutional plans would also include provision for grants to students with need where fees are above $6,000.

To serve the informational needs of students, consolidated information will be made available on the new web portal and through other means, on a program-by-program basis. This will include a full disclosure of multi-year tuition fees for the program, and available student assistance. A student will be able to provide information about his or her financial circumstances, and receive a complete breakdown – subject to any necessary verification of finances – of the gross and net costs for the full duration of the program. This will be easily comparable to other programs anywhere in Ontario.

Ontario has traditionally distinguished between tuition fees, which pay for instruction, and compulsory ancillary fees, which pay for services such as health care and athletics. From a student's perspective, it all amounts to one cheque. For the purposes of the proposed new tuition fee policy and tuition-related grants and loans, definitions should be updated. The combined value of tuition and compulsory ancillary fees should be simply considered the tuition fee. The current requirement for an ancillary fee protocol should be reviewed.

Assuming student aid reform has taken place, this new tuition fee policy would be implemented in 2006-07. Fees will continue to be frozen in 2005-06. This will provide a year to fully implement enhancements to student assistance so that lower-income students are protected from any subsequent increases, and middle-income students have improved access to more generous loans.

When the freeze ends in 2006-07, government should roll the funding previously provided to compensate institutions for lost revenues into the core grant. Students will not then be unfairly burdened with a tuition fee increase which simply "makes up" for the freeze.

### Results

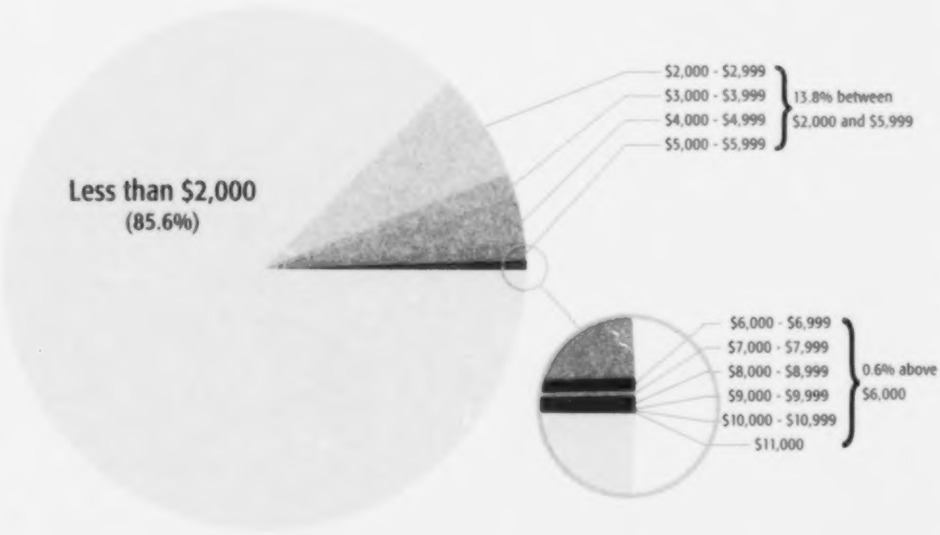
- *Students know with certainty what their tuition will be over the life of their program what that represents as a share of the total cost, and how student assistance can help offset the cost to students.*
- *Students can hold institutions accountable for the quality of programming and services they are buying.*
- *Net tuition for many students is decreased or eliminated.*

### Rationale

Traditionally, the Ontario government established tuition fee levels annually, and more recently on a multi-year basis. The previous government established a five-year, 2% - per - year increase for most programs beginning in 2000-01. Institutions had flexibility to approve fee increases above this level for a limited number of graduate, professional and college diploma programs. The current government introduced a two-year tuition freeze for all programs for 2004-05 and 2005-06.

Tuition fees do vary today, though most are set within a fairly narrow band. In 2003-04, 86% of full-time college students were enroled in programs

**TUITION FOR MOST FULL-TIME COLLEGE STUDENTS IS LESS THAN $2,000**



Source: *2003-04 College Tuition Fee Survey* with tuition fees of less than $2,000, and 87% of undergraduate university students were enroled in programs with tuition fees of less than $5,000.

Greater tuition fee variation will promote institutional and programmatic differentiation, by accommodating the unique revenue needs associated with different approaches to program delivery, student services and quality enhancements. In this way, a responsible environment for fee increases can contribute to sustainable improvements and choices that directly benefit students.

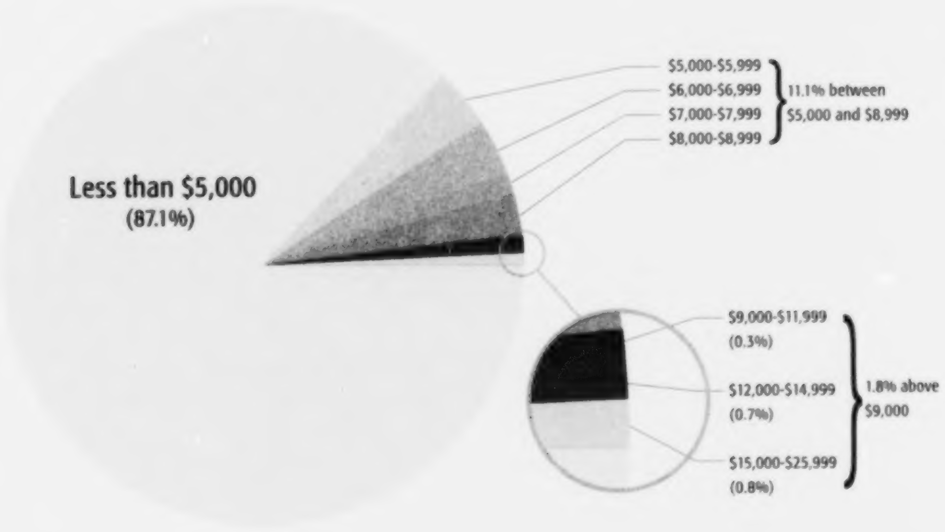
To promote accessibility for lower- and middle-class students, this approach must be balanced with a strong commitment to a robust student assistance program, to which institutions that increase fees directly contribute. These assurances cannot be provided under the current framework.

In addition, students deserve to know how their tuition contributes to quality improvements. For planning purposes, they should have advance knowledge of the tuition fee schedule and available student aid over their entire program.

These protections are best enshrined in legislation to ensure that they are applied consistently.

Sustaining both excellence and accessibility in an environment of greater institutional control over tuition fees also depends on

**TUITION FOR MOST UNIVERSITY UNDERGRADUATE STUDENTS IS LESS THAN $5,000**



**Source**: *Compilation of COU fee surveys, January 2004* a commitment by government to provide appropriate levels of operating funding to support core operations and public policy priorities. In addition, government must be the senior partner in the design and funding of student assistance.

A ceiling on all tuition fees across all institutions is a blunt and ultimately unsuccessful instrument to promote accessibility. Controlling up-front costs through grants for lower-income students that eliminate or reduce fees, and better loans for middle-class students, is a better approach.

**NET TUITION IN ONTARIO 2002-03 ($ million)**

| | Colleges | Universities |
|---|---|---|
| Total Revenue | 2,077 | 6,836 |
| Operating Budget | 2,077 | 4,093 |
| Total Tuition + Ancillary Fees[1] | 515 | 1,580 |
| Tuition & Fees as a % of Operating Budget | 25% | 39% |
| Government Scholarships, Bursaries + Grants[2] | 40 | 104 |
| Institutional Scholarships, Bursaries + Grants[3] | 39 | 218 |
| Ontario and Federal Tax Credits[4] | 152 | 242 |
| Total Aid | 231 | 564 |
| Tuition & Ancillary Fees Net of Aid | 284 | 1,016 |
| Net Tuition as % of Operating Budget | 14% | 25% |

**Notes:**

1. Excluding fees from international students.
2. Excluding aid for living costs and all Canada Student Loans/Ontario Student Loans, Ontario Student Opportunity Grants, as well as Loan Forgiveness.
3. Excluding aid for living costs.
4. Estimated share of 2002 tuition and tuition related tax credit expenditures for students attending publicly-funded Ontario colleges and universities.

**Sources:** *Various sources including: Council of Ontario Universities, Ministry of Finance, Ministry of Training, Colleges and Universities*

# GOAL: A Secure Future for Higher Education

*STRATEGY 7: Require tangible commitments from governments and the institutions in support of higher education, and continually evaluate and review progress.*

## Recommended Action

### 28. Multi-Year Plans

**Set out the provincial funding commitments to the institutions on a multi-year basis. The institutions need to prepare multi-year plans that set out:**

- **the mission and program focus of the institution;**
- **enrolment targets, commitments to access, and tuition guarantees;**
- **planned improvements in quality of programming and the student experience;**
- **transferability of credits and areas of collaboration with other institutions;**
- **revenue requirements and how they will be met through provincial transfers, tuition and other sources;**
- **the results and measures that will be used to demonstrate progress against the multi-year commitments.**

**These plans should be informed by the work of the Council on Higher Education.**

**A Standing Committee of the Legislature should conduct periodic reviews of individual institutions' multi-year plans and performance.**

## *How It Will Work*

This report has spoken to great education, opportunities for more people, and a secure future for higher education.

The preceding 27 recommendations set out important strategies for Ontario to achieve these goals:

- a clear sense of mission and purpose enshrined in legislation;
- quality innovations to serve students better, together with a process for measuring our progress and achieving results;
- aggressive outreach to increase participation by all Ontarians, and particularly by traditionally underrepresented groups;
- a commitment to making higher education more affordable;
- the building of institutional capacity and of a sustainable funding partnership, to deliver all of this.

Implementing these recommendations requires a strong collaborative partnership between institutions and government. There must be clear understanding of each partner's roles and responsibilities. There must be a multi-year horizon to permit planning and progress towards long-term outcomes.

Government and institutions share responsibility to students, just as students themselves continue to make a substantial contribution to their own education. There must be a mechanism to ensure steady attention to the quality of programs and services and to improving access to higher education and services. There must also be a mechanism to ensure that representative student organizations at the campus level are fully consulted in the preparation of multi-year plans.

Governments and institutions also share responsibility to the public. There must be a vehicle to demonstrate that the sector's goals can be met efficiently, effectively, measurably and with accountability.

Beginning in 2005-06, the government, in partnership with institutions, should develop a multi-year approach that, when complete, will encompass the key mutual commitments of the government and each institution.

The plans will articulate each institution's commitments to accessibility, quality improvements and measurement of results. They will also include government's multi-year commitment to stable funding – sufficient to meet public policy goals, and tied to results.

In some areas, these commitments are interdependent; in other cases, they are the responsibility of one of the parties alone.

These plans will replace existing accountability, partnership and reporting requirements. The first of the multi-year plans should be in place in 2005-06 in order to incorporate new responsibilities of government and institutions relating to new investments.

Both government and institutions should build towards a multi-year cycle of development, performance, review and renewal. This ensures sufficient time for real progress to be made towards meeting targets and goals, in an environment of stability. It also ensures that the system's energies are dedicated to meeting goals, and not to an annual process of negotiation and renegotiation.

To enhance accountability to the public, colleges and universities would be required to report to a standing committee of the Legislature on a rotational basis, to review performance and enter into a direct dialogue with elected members. This provision could be enshrined in the proposed new legislative framework.

### Results

- *Improved overall performance of institutions against agreed-upon objectives.*
- *Increased predictability and planning horizons for institutions and government.*
- *Ongoing, transparent public reporting of results, including a review of each institution's performance by a committee of the Legislature.*

### Rationale

Traditionally, government and institutions dealt with each other on an annual basis. Government made the decisions on operating grants and tuition fees. Institutions operated with the revenues these decisions provided. New government policy objectives often came with additional funding, sometimes generous and sometimes not. But there was no structured dialogue about exactly what was expected of institutions, and what was required to meet those expectations. There were few tools for government and institutions to demonstrate together to the public and to students the value and quality of the result.

Ontario has moved beyond this traditional environment in recent years. Government has begun to budget on a multi-year basis. Key performance indicators and public reporting have been put in place. Enrolment Target Agreements and Funding Accountability Agreements have been developed between government and institutions.

This report seeks to take these processes much further. It calls for the development of a comprehensive understanding of each institution's mission, programs and services, and an articulation of its contribution to accessibility and quality – in the service of students and the Ontario public.

It asks institutions to commit to delivering these results.

In exchange, it calls on government to provide assurances of the resources and supports it will contribute to the quality, growth and sustainability of higher education in Ontario.

# What We Did

The Postsecondary Review was given a mandate to provide recommendations on the design and funding of Ontario's postsecondary education system (see full mandate statement on p. 1). In addition, Mr. Rae wanted to use the opportunity of the Review to:

- foster public awareness and open debate on an issue of importance to all Ontarians;
- engage in innovative and meaningful public and stakeholder consultation;
- develop an electronic "knowledge base" of Canadian and international research and input gathered over the course of the Review.

Mr. Rae committed to engaging in a public consultation process that was as extensive and wide-ranging as time allowed, and to using the best possible practices and technologies for managing the research, information and input that was gathered and analysed. This chapter describes the key elements of *how* the consultation and knowledge management aspects of the Review were undertaken and outlines the key results achieved.

# Timelines

The Review was announced in the Ontario Budget 2004, and Mr. Rae agreed to make his recommendations to government in time to inform the Spring 2005 provincial budget process. Within these tight timelines, the Review was undertaken in three key stages:

## JUNE – SEPTEMBER 2004: RESEARCH

- Examination of past studies and reports on higher education, research into best practices in Ontario, Canada and key jurisdictions. Briefings on current projects, data and planned initiatives from various ministries.
- Release of a Discussion Paper entitled *Higher Expectations for Higher Education* on October 1, 2004.

## OCTOBER – MID-DECEMBER 2004: CONSULTATION AND ANALYSIS

- Extensive consultations across the province and meetings with students, educators, business leaders, the public and a wide range of experts.
- Formal submissions from associations, institutions and individuals.
- Ongoing research and analysis by the Secretariat.

## MID-DECEMBER 2004 – FEBRUARY 2005: RECOMMENDATIONS

- Drafting of recommendations to government.
- Preparation of final Report.

Over the course of the Review, Mr. Rae met regularly with the Premier, the Minister of Training, Colleges and Universities, and other government leaders, to discuss issues and provide updates on the Review process.

## Consultation Strategy

The Review designed and implemented an ambitious and multifaceted public engagement and stakeholder consultation strategy. Several key approaches were developed and implemented as part of the Postsecondary Review's strategy to promote and support informed debate and dialogue over the course of the Review. Much of the discussion and debate was centred around issues and questions raised in the Discussion Paper *Higher Expectations for Higher Education*. The consultation phase was one of the most extensive undertaken on an important public policy issue in recent years, fostering public awareness and debate in communities across the province. (See Appendices for a list of "Who We Heard From".)

### ELEMENTS

1. Launched early in the Review process, the interactive **Rae Review website** contained detailed information on postsecondary education issues and the Review process. It offered multiple opportunities for input/participation and was one of the key methods used by the public and stakeholders to obtain information about and communicate with the Review:
   - Over 56,000 visits to the website were recorded between August and December 2004.
   - Over 2,000 visitors to the site also signed up for the regular email updates from the Secretariat.
   - Nearly 500 formal and informational submissions received by the Review were submitted electronically via the website and email.
   - Over 900 Workbooks were completed online.

   A key aspect of the website was the "Resource Room", which provided access to many of the research documents that Mr. Rae, the Advisory Panel members and the Secretariat were reviewing to inform their work. The website also had a section "What We're Hearing", which contained over 100 formal and informational submissions received from associations and institutions (where permission to post had been granted). It is planned that the Review website, including the Resource Room and the submissions section, will continue to be accessible from the website of the Ministry of Training, Colleges and Universities following the wrap-up of the Review.

2. A **Discussion Paper and Workbook** were prepared to promote public awareness and debate and for use in the consultation sessions.

   The Discussion Paper and accompanying Workbook summarized research and analysis on best practices for postsecondary education in Ontario, other parts of Canada and the world. The documents also posed key questions about the future of Ontario's postsecondary education system and outlined a series of approaches that could be implemented in Ontario to improve the current system. The questions posed in the print version of the Workbook were also available in a web-enabled document that could be completed online.

3. Numerous **Consultation Meetings** were held reaching a diversity of communities, participants and audiences. Fifteen communities were visited over a period of 10 weeks – a total of over 5,500 people were involved. Mr. Rae travelled to every community and (with one exception) led every stakeholder and public consultation session. He was accompanied at each session by several members of the Advisory Panel.

   Two types of consultation meetings were held:

   - Roundtable Dialogue meetings:
     - Attended by invited stakeholders, representing a diverse array of stakeholders such as postsecondary institutions and associations, student groups, school boards, chambers of commerce and community organizations
     - 21 sessions held (including 2 in French)
     - Over 1,650 participants
     - Supported by a province-wide network of skilled volunteer facilitators from the Ontario Public Service. These facilitators supported small group discussions about the approaches presented in the Discussion Paper/Workbook.
     - "Best Advice" concluding statements were recorded at each meeting and excerpts were posted on the Postsecondary Review website.
   - Town Hall meetings:
     - Open to the general public and the media. Notice of these meetings was publicized in local media, posted on the Review's website, and emailed to key stakeholders.
     - 17 sessions held (including 1 in French and 1 bilingual)
     - Over 3,850 attendees
     - Excerpts of questions, comments and responses were posted on the Rae Review website.

   Mr. Rae also hosted additional roundtable sessions with Aboriginal leaders, persons with disabilities and financial aid administrators to focus on their specific experiences and perspectives. Mr. Rae, Advisory Panel members and Secretariat staff also held a number of other formal and informal one-on-one meetings with key stakeholders and experts.

4. **Submissions** were invited from Ontarians via email, mail or fax.

Many people chose to communicate with the Review in writing. More than 800 submissions* were received, including documents from parents, students, business people, graduates, experts, postsecondary associations, professional organizations, advocacy groups, individual postsecondary institutions and institution-based associations. The format of submissions varied widely, ranging from personal anecdotes to formal position papers to academic research documents.

### SUBMISSIONS

| | Total |
|---|---|
| From individuals | 502 |
| By institutions, associations and organizations | 311 |
| Workbooks completed (both online and paper) | 1,077 |

Some input took the form of letter writing campaigns – Canadian Federation of Students postcard campaign (5,400 postcards), Canadian Federation of Students email campaign (110 emails), and Midwifery students (108 letters and signatures) – and petitions – Helping to Advocate for Lower Tuition (HALT) (374 signatures), a petition presented at Centennial College (592 signatures), and a petition from the students at the University of Ontario Institute of Technology/Durham College (747 signatures).

The Review received extremely positive feedback about the format and number of consultation sessions held, as well as about the fact that Mr. Rae and individual members of the Advisory Panel attended each event in every community.

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* *Note:* A "submission" in this instance is broadly defined as any information on the topic of postsecondary education provided to the Review (in writing) between June 1, 2004 and December 15, 2004.

# Knowledge Management Strategy

The Postsecondary Review used a number of techniques, systems and technologies to ensure the information gathered, and research undertaken, could be managed effectively, both over the course of the Review and into the future.

## RESEARCH AND THE KNOWLEDGE BASE

The Review conducted an extensive review of the literature of postsecondary education. It considered scholarly reports and studies, best practices, and the findings of other reviews of postsecondary education from Ontario, across Canada and many international jurisdictions. In some cases the Review commissioned or partnered in undertaking new research (see Appendices).

Research documents were held centrally in a robust Document Management System (DMS) with a view to creating a Knowledge Base for future use. Each document was identified and tagged with descriptive information to make subject searches and the creation of bibliographies easier. Submissions to the Review that were received electronically were also added to the DMS. Using document management technology facilitated internal use, retrieval and information sharing by the Secretariat. It will also allow the entire body of information used in developing both the Discussion Paper and Final Report to be kept in a Knowledge Base to be accessed by future users.

The Knowledge Base will house all electronic submissions, an index to paper submissions, all Workbook data, transcripts from Town Hall meetings and notes from the Roundtable Dialogues, as well as over 400 research documents (such as journal articles, academic research and reports from other jurisdictions).

The Secretariat also identified the best and most relevant online resources related to postsecondary education and set up links to them from the Resource Room on the Review's public website. The entire Resource Room is searchable by author, title and keyword. The objective was twofold: to increase transparency by showing what materials Mr. Rae, Advisory Panel members and Secretariat staff were reviewing, and to raise awareness and increase citizen engagement by providing the public with access to the same materials the Review was using. All materials in the Resource Room will continue to be accessible through the Review website at www.raereview.on.ca.

# Appendices

## Advisor to the Premier and the Minister

**Hon. Robert Keith Rae, P.C., O.C., O.Ont., Q.C.**

Bob Rae was installed as Chancellor of Wilfrid Laurier University in October 2003. He has a BA and an LLB from the University of Toronto, and an M. Phil. from the University of Oxford, where he was a Rhodes Scholar from Ontario in 1969. He has received several honorary doctorates and awards.

Mr. Rae served as Ontario's 21st Premier, and was elected eight times to federal and provincial parliaments before retiring from politics in 1996. He was appointed to Her Majesty's Privy Council for Canada in 1998, appointed an Officer of the Order of Canada in 2000 and an Officer of the Order of Ontario in 2004. He is currently a partner at the Goodmans LLP law firm where his clients include companies, trade unions, charitable and non-government organizations, and governments themselves. He has extensive experience in negotiation, mediation and arbitration, consults widely on issues of public policy both in Canada and worldwide, and serves in a number of volunteer capacities, including as National Spokesperson for the Leukemia Research Fund. He is President of the Forum of Federations.

**Leslie Church**

Leslie Church became involved in student organizations, serving as President of the Student's Union and Chair of the Council of Alberta University Students, while completing a degree at the University of Alberta. She has completed a Master's in Politics of the World Economy at the London School of Economics and recently served as Executive Director of the Ontario Undergraduate Student Alliance. She is currently completing a Juris Doctor at the University of Toronto Faculty of Law.

Ms Church was recently appointed to the Board of Members of the Canada Millennium Scholarship Foundation.

**Ian Davidson**

Ian Davidson is Chief of Police in the City of Greater Sudbury and active in community service, participating in a wide range of First Nations', multicultural, youth and seniors' initiatives. As a result of the Somalia Inquiry, he was asked to participate in a review of the Canadian Military Police, the National Investigative Service and the Canadian Forces Provost Marshal to improve oversight, transparency and effectiveness of military policing activities. He holds a Bachelor's degree, major in law, from Carleton University and is a graduate of the Rotman School of Management's police leadership program and the FBI National Academy.

**Hon. William G. Davis, P.C., C.C., O. Ont., Q.C.**

The Hon. William G. Davis, served as Ontario's Premier from 1971 to 1985. Named Education Minister in 1962, he presided over the reshaping of Ontario's education system, creating new universities and TV Ontario. Under his leadership as Education Minister and Premier, the province's education system was further expanded with the launch of Ontario's college system. Mr. Davis is a counsel with the law firm of Torys LLP, is a recipient of the Order of Canada, and has served on numerous corporate boards since retiring from politics.

**Don Drummond**

Don Drummond is Senior Vice-President and Chief Economist for the TD Bank Financial Group. Prior to joining the bank in 2000, he worked in the federal Department of Finance for 23 years, rising to become Associate Deputy Minister. In his current position, he leads TD's work in analysing and forecasting economic performance in Canada and abroad. Mr. Drummond recently co-authored a special report on postsecondary education in Canada.

**Inez Elliston**

Dr. Inez Elliston is an educator, researcher, writer and consultant, who retired from the Ministry of Education and Training, and the Toronto (Scarborough) District School Board. For more than 30 years, she has been involved in teaching, professional development and training in schools and at the university level. A well-known community leader, Dr. Elliston was an alumni representative on the Governing Council of the University of Toronto for three years. She is also a Director of the Canadian Race Relations Foundation and a past president of the Canadian Council on Multicultural and Intercultural Education.

**Richard Johnston**

Richard Johnston is the past president of Centennial College. He served in the Ontario legislature from 1979 to 1990, including three years as a critic for education, colleges and universities and skills development. He is a past chair of the Ontario Council of Regents, where he led the implementation of a range of reforms and helped to establish two French colleges. He has lectured and taught at Trent University, where he was a student, an administrator and a member of the Board of Governors. He also served as President of the First Nations Technical Institute in the Tyendinaga Mohawk Territory near Belleville. Mr. Johnston is the recipient of the inaugural 2005 Minister's Lifetime Achievement Award for his contribution to Ontario's college system.

**Huguette Labelle**

Huguette Labelle is Chancellor of the University of Ottawa and a Companion of the Order of Canada. She has held senior positions with the federal government, including President of the Canadian International Development Agency and Deputy Minister of Transport Canada. During her many years of community service, Ms Labelle served on the Advisory Council of the Canadian Bureau for International Education and the Boards of Carleton University, McGill University and Algonquin College, as well as on the Boards of many local, national and international organizations.

## Postsecondary Review Secretariat Team

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Joy Van Kleef
Zero One Media Arts Inc.

# Who We Heard From

Listed below are the institutions and organizations that made a submission to the Review, sent representation to a Roundtable Dialogue or met with Mr. Rae or Advisory Panel members.

Aboriginal Education Councils
Aboriginal Institutes' Consortium
Air Transport Association of Canada
Ajax-Pickering Board of Trade
Akwesasne Mohawk Board of Education
Algoma University College
Algoma University College Foundation
Algonquin College
Algonquin College Foundation
Algonquin College in the Ottawa Valley
Algonquin Lakeshore Catholic District School Board
Alliance of Excellence (Confederation College, Collège Boréal, Cambrian College, Canadore College, Northern College, Sault College)
Alliston & District Chamber of Commerce
Anishnabek Educational Institute
ARCH (A Legal Resource Centre for Persons with Disabilities)
Association canadienne-française de l'Ontario
Association franco-ontarienne des conseils scolaires catholiques
Association of Colleges of Applied Arts and Technology Facilities Administrators
Association of Colleges of Applied Arts and Technology of Ontario
Association of Colleges of Applied Arts and Technology of Ontario, Committee of Presidents
Association of Colleges of Applied Arts and Technology of Ontario, Coordinating Committee on Student Services
Association of Iroquois and Allied Indians
Association ontarienne des Sourd(e)s francophones
Association pour l'intégration sociale d'Ottawa
Athabasca University
Athabasca University, Students' Union
Avon Maitland District School Board
Belleville & District Chamber of Commerce
Bibliocentre
Bluewater District School Board
Bobcaygeon Chamber of Commerce
Brant Haldimand Norfolk Catholic District School Board
Brantford Centre for Postsecondary Education
Brock University
Brock University, Board of Governors
Bruce-Grey-Huron-Perth-Georgian Triangle Training Board
Burlington Postsecondary Task Force Group
Cambrian College
Cambrian College, Alumni Association
Cambrian College, Espanola Campus Advisory Panel
Cambrian College, Manitoulin Island Satellite Campus, Manitoulin Island Advisory Council
Canada Millennium Scholarship Foundation
Canada's Technology Triangle
Canadian Advanced Technology Alliance
Canadian Alliance of Education and Training Organizations
Canadian Assocation for Community Living
Canadian Association of Prior Learning Assessment
CAW-Canada (National Automobile, Aerospace, Transportation and General Workers Union of Canada)
Canadian Bar Association
Canadian Bureau for International Education

Canadian Federation of Biological Societies
Canadian Federation of Independent Business
Canadian Federation of Students
Canadian Federation of University Women - National
Canadian Federation of University Women - Ontario Council
Canadian Federation of University Women - Ottawa
Canadian Federation of University Women - Peterborough
Canadian Federation of University Women - Windsor
Canadian Hearing Society
Canadian Information Processing Society
Canadian Memorial Chiropractic College
Canadian National Institute for the Blind
Canadian Paraplegic Association Ontario
Canadian Policy Research Networks
Canadian Race Relations Foundation
Canadian Union of Public Employees
Canadian Union of Public Employees – Ontario
Canadore College
Canadore College, Aboriginal Circle on Education
Career Centre Directors & Managers from the University of Guelph, University of Western Ontario, Queen's University, and Carleton University
Carleton University
Carleton University, Graduate Student Union
Carleton University, Students' Union
Carpenters Union, Central Ontario Regional Council
Catholic District School Board of Eastern Ontario
Catholic Principals' Council of Ontario
Centennial College
Centennial College, Career and Counselling Centre
Centennial College, School of Transportation
Centre for Addiction and Mental Health
Certified General Accountants of Ontario
Chambre économique de l'Ontario
Chapleau Education and Training Coaliton
Chiefs of Ontario
City of Barrie
City of Brantford
City of Burlington
City of Kawartha Lakes
City of Kingston
City of Kitchener
City of Mississauga
City of North Bay
City of Orillia
City of Oshawa
City of Peterborough
City of Sault Ste. Marie
City of Toronto
City of Windsor
Cobourg & District Chamber of Commerce
College and University Retiree Associations of Canada
Collège Boréal
College Committee on Disability Issues
College Committee on Human Resources Development
College Compensation and Appointments Council
Collège dominicain de philosophie et de théologie
College of Dental Technologists of Ontario
College of Nurses of Ontario
College of Veterinarians of Ontario
College Student Alliance
Commission of Official Languages
Community Literacy of Ontario
Conestoga College
Conestoga College - Conestoga Students Inc.
Confederation College
Confederation of Ontario University Staff Assocations
Conseil des écoles catholiques de langue française du Centre-Est
Conseil scolaire catholique de district des Grandes Rivières
Conseil scolaire catholique du Nouvel-Ontario
Conseil scolaire de district catholique Centre-Sud

Conseil scolaire de district catholique de l'Est ontarien
Conseil scolaire de district des écoles catholiques du Sud-Ouest
Conseil scolaire de district du Grand Nord de l'Ontario
Conseil scolaire de district du Nord-Est de l'Ontario
Consortium des universités de la francophonie ontarienne
Contact North
Co-operative Learning Objects Exchange
Cornwall Chamber of Commerce
COSTI Immigrant Services
Council of Deans of Arts & Sciences of Ontario Universities
Council of Ontario Directors of Education
Council of Ontario Faculties of Medicine
Council of Ontario Research Directors
Council of Ontario Universities
Council of Ontario University Programs in Nursing
Council of Ontario University Programs in Rehabilitation Sciences
Country Day School
Deans at Law
Delta Kappa Gamma Society International
Design Industry Advisory Committee
Destiny Sault Ste. Marie
Dryden Community Adjustment Partnership
Durham Catholic District School Board
Durham College
Education at Work Ontario
Elgin Middlesex Oxford Local Training Board
Engineering Institute of Canada
Fanshawe College
Fanshawe College Student Union
Fanshawe College, Services for Students with Disabilities/Counselling and Student Life Services
Far Northeast Training Board
Fédération de la jeunesse franco-ontarienne
First Nations Technical Institute
Fleming College
Frontier College
George Brown College
George Brown College, Student Association
Georgian College
Gichi Ozhibi'ige Ogaamic Administrative Office
Grand Erie District School Board
Grand Erie Training and Adjustment Board
Grand River Post-Secondary Education Office
Greater Barrie Chamber of Commerce
Greater Essex County District School Board
Greater Kitchener Waterloo Chamber of Commerce
Greater Peterborough Chamber of Commerce
Greater Peterborough Area Economic Development Corporation
Greater Sudbury Chamber of Commerce
Greater Sudbury Community Development Corporation
Groupe des infirmières et infirmiers francophones de l'Ontario
Guelph Chamber of Commerce
Haliburton Highlands Chamber of Commerce
Halton Industry Education Council
Hamilton Civic Coalition
Hamilton Community Foundation
Hamilton-Wentworth Catholic District School Board
Hamilton-Wentworth District School Board
Hastings & Prince Edward District School Board
Human Resources and Skills Development Canada
Human Resources Professional Association of Ontario
Humber College
Humber College, Faculty of Social Work
Huntington University/University of Sudbury/Thorneloe University
Huron University College
Huron University College, Students' Council
Huron-Perth Catholic District School Board
Independent First Nations Organizations
Industry-Education Council of Hamilton Wentworth

Institute for Competitiveness and Prosperity
Inter-University Disability Issues Association
Iohahi:io Akwesasne Adult Education
Job Connect College Sector
Kawartha Pine Ridge District School Board
Keewatin-Patricia District School Board
King's University College
Kingston Chamber of Commerce
La Cité collégiale
Lakehead District School Board
Lakehead University
Lakehead University, Aboriginal Awareness Centre
Lambton College
Lambton Kent District School Board
Laurentian University
Laurentian University, Mining Leadership Team
Laurentian University, Students' General Association
Law Students of Ontario
Learning Disabilities Association of Ontario
Learning Opportunities Task Force
Lennox & Addington, Frontenac, Leeds & Grenville Training Board
Limestone District School Board
London Chamber of Commerce
London District Catholic School Board
London Hospitals Joint Committee
Loyalist College
Mamaweswen Training Institute
Maytree Foundation
McMaster University
McMaster University Alumni Association
McMaster University, Student Organizations (McMaster Students Union, McMaster Association of Part-time Students, Graduate Students Association)
Michener Institute
Minister's Advisory Council on Special Education
Mississaugas of the New Credit First Nation
Mohawk College
Mohawk College, Faculty Association
Mohawk College, Mohawk Students' Association
Muskoka Nipissing Parry Sound Local Training and Adjustment Board
National Education Association of Disabled Students
National Federation of the Blind: Advocates for Equality
Negahneewin College of Indigenous Students & Confederation College
Niagara Catholic District School Board
Niagara College
Niagara College Foundation
Niagara College, Students Administrative Council Glendale Campus
Nicickousemenecaning First Nation
Nipissing First Nations
Nipissing University
Nishnawbe Aski Nation
North Bay and District Chamber of Commerce
Northern College
Northern Ontario Local Training and Adjustment Boards
Northumberland Quinte-West Secondary School
Northwestern Ontario Technology Centre
Office of the Commissioner of Official Languages
Ogwehoweh Skills and Trades Training Centre
Ontarians With Disabilities Act Committee
Ontario Arts Council
Ontario Association of Adult and Continuing Education School Board Administrators
Ontario Association of Career Colleges
Ontario Association of Children's Aid Societies
Ontario Association of Deans of Education
Ontario Association of Sign Language Interpreters
Ontario Association of Student Financial Aid Administrators
Ontario Chamber of Commerce
Ontario College Administrative Staff Association
Ontario College Application Services
Ontario College Libraries, Heads of Libraries and Learning Resources
Ontario College of Art and Design

Ontario Confederation of University Faculty Associations
Ontario Construction Secretariat
Ontario Council for University Lifelong Learning
Ontario Council of University Libraries
Ontario English Catholic Teachers' Association
Ontario Federation of Labour
Ontario Graduate Caucus
Ontario Health Research Alliance
Ontario Federation of Home and School Associations
Ontario Learning Partnership Group
Ontario Library Association
Ontario Literacy Coalition
Ontario March of Dimes
Ontario Medical Student Association
Ontario Midwifery Education Program Students (Laurentian University, McMaster University, Ryerson University)
Ontario Mineral Industry Cluster Council
Ontario Native Literacy Coalition
Ontario Principals' Council
Ontario Public Service Employees Union
Ontario Public Service Employees Union, Local 350, Georgian College
Ontario Research and Development Challenge Fund
Ontario Research and Innovation Optical Network
Ontario School Counsellors' Association
Ontario Secondary School Teachers' Federation
Ontario Society of Professional Engineers
Ontario Undergraduate Student Alliance
Ontario Universities' Application Centre
OntarioLearn.com
OPTIONS Northwest
Oshki-Pimache-O-Win Education and Training Institute
Ottawa Centre for Research and Innovation
Ottawa-Carleton Catholic District School Board
Ottawa-Carleton District School Board
Oxford County
Pathways to Education Program
People for Education
Peterborough Victoria Northumberland & Clarington Catholic District School Board
Presidents of Small, Northern, Rural and/or Francophone Colleges (Collège Boréal, Cambrian College, Canadore College, Confederation College, La Cité collégiale, Lambton College, Loyalist College, Northern College, St. Lawrence College, Sault College)
Professional Engineers Ontario
Prosperity Council of Waterloo Region
Queen's University
Queen's University Faculty Association
Queen's University, Alma Mater Society
Queen's University, Engineering Society
Queen's University, Law Students' Society
Queen's University, Queen's Law Dean's Council
Queen's University, School of Policy Studies Students
Queen's University, Society of Graduate and Professional Students
Rainbow District School Board
Redeemer University College
Redeemer University College, Student Senate
Refrigeration Workers Local 787-O.R.A.C. (Ontario Refrigeration and Air Conditioning Contractors Association) Training Fund, Joint Training and Apprenticeship Committee
Region of Halton
Region of Niagara
Region of Waterloo
Regional Municipality of York
Regroupement des partenaires francophones
Renfrew County Catholic District School Board
Renfrew County District School Board
RESP Dealers Association of Canada
Retired Women Teachers of Ontario – York North
Ridgetown College - Regional campus of University of Guelph
Ronald K Fraser Foundation
Ryerson University

Ryerson University, Students' Administrative Council, Graduate Students Caucus
Ryerson University, The Senior's Program
Sarnia Lambton Chamber of Commerce
Sarnia Lambton Training Board
Sault College
Sault College, Board of Governors
Sault Ste. Marie Chamber of Commerce
Scarborough Chamber of Commerce
Seneca College
Seven Generations Education Institute
Sheridan College
Shingwauk Education Trust
Simcoe Country District School Board
Six Nations
Six Nations Polytechnic
Skills/Compétences Canada - Ontario
Social and Enterprise Development Innovations
Society for Teaching and Learning in Higher Education
Society of Management Accountants of Ontario
St. Clair Catholic District School Board
St. Clair College
St. Lawrence College
St. Thomas & District Chamber of Commerce
Studentawards Inc.
Sudbury & Manitoulin Training and Adjustment Board
Sudbury Catholic District School Board
Technical Standards and Safety Authority
Thunder Bay Catholic District School Board
Thunder Bay Chamber of Commerce
Thunder Bay Regional Health Sciences Centre
Toronto Board of Trade
Toronto & York Region Labour Council
Town of Cobourg
Town of Markham
Town of Oakville
Town of Parry Sound
Trent University
Trent University, Faculty Association
Trillium Lakelands District School Board
Tropicana Community Services
TVOntario
United Steelworkers of America – Canada
Université de Hearst
University For Barrie
University of British Columbia
University of Guelph
University of Guelph, Central Student Association
University of Guelph, Faculty Association
University of Guelph, Open Learning
University of Guelph, Presidential Task Force on Accessibility
University of Guelph, Student Life
University of Guelph-Humber
University of Ontario Institute of Technology / Durham College
University of Ottawa
University of Ottawa, Engineering Students Society
University of Toronto
University of Toronto Environmental Resource Network
University of Toronto Transitional Year Program
University of Toronto, Access Centre
University of Toronto, Association of Part-time Undergraduate Students
University of Toronto, Graduate Students' Union
University of Toronto, Graduate Students' Union, Graduate Accessibility Committee
University of Toronto, Innis College
University of Toronto, Medical Students
University of Toronto, NDP Club
University of Toronto, Scarborough Campus Students' Union
University of Toronto, Students' Administrative Council
University of Waterloo
University of Waterloo, Federation of Students
University of Waterloo, Graduate Student Association
University of Western Ontario
University of Western Ontario Staff

Association
University of Western Ontario, Alumni Association
University of Western Ontario, Board of Governors
University of Western Ontario, Faculty Association
University of Western Ontario, Postdoctoral Association of Western
University of Western Ontario, University Students' Council
University of Windsor
Upper Grand District School Board
Upper Ottawa Valley Chamber of Commerce
VOICE for Hearing Impaired Children
Waterloo Region District School Board
Wellington Catholic District School Board
Whitby Chamber of Commerce
White Mountain Academy of the Arts
Wilfrid Laurier University
Wilfrid Laurier University Students' Union
Wilfrid Laurier University, Accessible Learning
Windsor & District Chamber of Commerce
Windsor-Essex Catholic District School Board
Workforce Development Board
York Region District School Board
York University
York University Foundation
York University, Aktinson Faculty of Liberal and Professional Studies, Faculty Council
York University, Faculty Association
York University, Faculty of Arts
York University, Graduate Students' Association

## NOTES:

1. Where umbrella groups nominated representatives from local affiliates to attend consultation meetings (eg. Ontario Confederation of University Faculty Associations, Ontario Undergraduate Students Association, Canadian Federation of Students), only the umbrella organization is listed. Local affiliates that provided written submissions independent of the umbrella organization are, however, listed.
2. This list does not include organizations or institutions that participated in Town Hall meetings.
3. In addition to the organizations listed above, a number of business and community leaders participated in the Roundtable Dialogues as nominees of individual postsecondary institutions.
4. The Review also received written submissions from over 500 individuals.
5. Names of organizations are listed in the language they used in their dealings with the Review.

# List of Consultation Sessions

| Date 2004 | Location | Event Type* | Time | Number of Participants** |
|---|---|---|---|---|
| Oct 4 | Thunder Bay | Roundtable Dialogue | 12:30 - 3:30 p.m. | 63 |
| | | Town Hall Meeting | 4:00 - 6:00 p.m. | 165 |
| Oct 7 | St. Catharines | Roundtable Dialogue | 4:00 - 7:00 p.m. | 67 |
| | Niagara-on-the -Lake | Town Hall Meeting | 6:00 - 8:00 p.m. | 240 |
| Oct 18 | Ottawa | Roundtable Dialogue | 11:00 a.m. - 2:00 p.m. French | 55 |
| | | Roundtable Dialogue | 2:00 - 5:00 p.m. | 84 |
| Oct 18 | North Bay | Town Hall Meeting | 7:00 - 9:00 p.m. | 200 |
| Oct 19 | | Roundtable Dialogue | 8:00 - 11:00 a.m. | 64 |
| Oct 19 | Sudbury | Roundtable Dialogue | 12:00 - 3:00 p.m. French | 44 |
| | | Roundtable Dialogue | 1:00 - 4:00 p.m. | 94 |
| | | Town Hall Meeting | 4:00 - 6:00 p.m. Bilingual | 250 |
| Oct 20 | Hamilton | Roundtable Dialogue | 1:00 - 4:00 p.m. | 82 |
| | | Town Hall Meeting | 4:30 - 6:30 p.m. | 250 |
| Oct 25 | Ottawa | Town Hall Meeting | 5:00 - 7:00 p.m. French | 250 |
| | | Town Hall Meeting | 7:30 - 9:30 p.m. English | 160 |
| Oct 29 | Kitchener/Waterloo | Roundtable Dialogue | 9:00 a.m. - 12:00 p.m. | 149 |
| Nov 10 | London | Roundtable Dialogue | 11:30 a.m. - 2:30 p.m. | 88 |
| Nov 11 | Barrie | Roundtable Dialogue | 2:00 - 5:00 p.m. | 59 |
| Nov 15 | GTA (West) | Roundtable Dialogue | 9:00 a.m. - 12:00 p.m. | 43 |
| | | Roundtable Dialogue | 1:30 - 4:30 p.m. | 60 |
| | | Town Hall Meeting | 6:00 - 8:00 p.m. | 160 |
| Nov 22 | Peterborough | Roundtable Dialogue | 2:00 - 5:00 p.m. | 77 |
| | | Town Hall Meeting | 6:00 - 8:00 p.m. | 135 |
| Nov 23 | Kingston | Roundtable Dialogue | 8:30 - 11:30 a.m. | 96 |
| | | Town Hall Meeting | 12:30 - 2:30 p.m. | 450 |
| Nov 24 | GTA | Roundtable Dialogue with Financial Aid Officers | 1:30 - 4:30 p.m. | 43 |
| Nov 24 | Guelph | Town Hall Meeting | 7:30 - 9:30 p.m. | 230 |
| Nov 25 | Oshawa | Roundtable Dialogue | 9:00 a.m. - 12:00 p.m. | 67 |
| | | Town Hall Meeting | 1:00 - 3:00 p.m. | 200 |
| Nov 25 | Kitchener/ Waterloo | Town Hall Meeting | 7:00 - 9:00 p.m. | 250 |
| Dec 1 | Windsor | Town Hall Meeting | 12:30 - 2:30 p.m. | 225 |
| | | Roundtable Dialogue | 3:00 - 6:00 p.m. | 87 |
| Dec 1 | London | Town Hall Meeting | 7:00 - 9:00 p.m. | 200 |
| Dec 2 | GTA | Roundtable Dialogue with Persons with Disabilities | 2:30 - 4:30 p.m. | 16 |
| Dec 3 | GTA (North/East) | Roundtable Dialogue | 8:00 a.m. - 11:00 a.m. | 91 |
| | | Roundtable Dialogue | 11:30 a.m. - 2:30 p.m. | 65 |
| | | Town Hall Meeting | 3:00 - 5:00 p.m. | 200 |
| Dec 8 | GTA (Central) | Roundtable Dialogue | 9:00 a.m. - 12:00 p.m. | 97 |
| | | Roundtable Dialogue | 4:00 - 7:00 p.m. | 75 |
| | | Town Hall Meeting | 7:30 - 9:30 p.m. | 300 |
| Dec 15 | GTA | Advancing Aboriginal Postsecondary Education | 9:00 a.m. - 12:00 p.m. | 25 |

Notes: *For a further description of the consultation process, please see the What We Did chapter of this report.

**Numbers of participants at Town Hall meetings, and therefore the total number of participants, are estimates.

# Postsecondary*Review*

*Higher Expectations for Higher Education*

Ontario

Printed on recycled paper
ISBN 0-7794-7563-1
04-294
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*Ontario:*
*A Leader in Learning*

*February 2005*